



# NAVAL POSTGRADUATE SCHOOL

MONTEREY, CALIFORNIA

## THESIS

**USCG DIVERSITY: MOVING BEYOND “TRAINING,  
RULES, AND REGULATIONS”**

by

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June 2010

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RULES, AND REGULATIONS”**

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## ABSTRACT

The United States Coast Guard continues its workforce diversification initiative. Recent congressional statements communicate a lack of progress in this endeavor, and comments from senior Coast Guard leaders link workforce diversification to the ability of the USCG to fulfill its future DHS mission requirements to the best of its ability. The USCG is at a decision point. The dilemma is the feasibility of managing demography in a volunteer organization that assesses and promotes its personnel based on merit. Should the USCG maintain a merit-based admission and promotion policy, or should the goal of race/gender societal reflectiveness take precedence over the concept of merit for the USCG to “diversify” its ranks?

Thankfully, the USCG does not need to choose between the concepts of merit and diversity because the two concepts are not mutually exclusive. Instead of a strict meritocracy or a highly regulated demographic personnel model, the USCG should pursue a third diversification option that clearly communicates respect for both multiculturalism (diversity) and merit-based accessions and promotions. This thesis proposes a new recruiting and promotion philosophy called *The Respect Paradigm*, which incorporates the organizational strengths of merit-based promotions/accessions with the USCG core value of Respect for its already existing diverse workforce.

The strategy canvas presented in this thesis provides a qualitative method of marketing and messaging the Respect Paradigm to federal legislators and USCG organizational leaders. Quantitative measurements of the Respect Paradigm’s success result from internal and external polling, which assess the acceptance and internalization of its philosophy and criteria. The ultimate measurement is the Respect Paradigm’s effects on actual USCG diversification.

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## EXECUTIVE SUMMARY

The United States Coast Guard (USCG) continues to diversify its workforce. However, recent Congressional statements, as well as statements from the USCG Commandant, Admiral Thad Allen have generated renewed emphasis on the diversification initiative.

Members of Congress and senior USCG leaders have stated that the USCG is not sufficiently diverse. At least since 1994, with the publication of a USCG Report entitled *Managing Diversity as a Process Study*, the USCG has been attempting to diversify its ranks. However, its efforts to date have not been deemed a success by its organizational leaders or by some national policy makers.

The lack of USCG diversification should not be linked to the service's view of the policy itself—or its message of inclusion and respect for all members of this nation. What should be apparent is the obvious conundrum that manifests when personnel managers are made responsible for engineering demographics in an all-volunteer force that assesses and promotes its members based on merit.

In fact, the USCG has made great strides in diversifying its workforce since 1994. The USCG is now at a decision point regarding how it will proceed with its workforce diversification initiative.

If the USCG maintains its current merit-based accession and promotion system, it will have no power to shape its workforce's demography, and will therefore, have trouble meeting diversification directives offered by the Congressional Chairman of the Subcommittee on Coast Guard and Maritime Transportation.

If the USCG incorporates a demographic parity goal or mandate into its accession or promotion process in the future, it will no longer be a merit-based organization. Such a system would necessarily reduce the value of the individual service member and elevate the value of demographic groups. Not only would minority representation be mandated,

but majority representation would be mandated as well. In this scenario, the USCG could easily meet its Congressional guidance, but managing such a system would be extremely problematic and possibly contrary to USCG core values.

Instead of making a choice between merit and demographic parity, the USCG should consider utilizing a unique concept that this thesis calls the “Respect Paradigm,” which combines workforce diversification needs with a merit-based accession and promotion process. The Respect Paradigm is a diversification philosophy that incorporates over 23 different USCG recognized dimensions of personnel diversity. Adoption of the Respect Paradigm and its associated recruiting and promotion philosophy is intended to achieve the following things for the USCG: 1) clarify the USCG diversity policy for potential and existing USCG personnel, 2) create a USCG recruiting brand policy distinction from competing DoD uniformed services, 3) create a USCG recruiting policy brand message recognition with DoD eligible recruits, 4) reduce USCG cost of diversity management in the workforce, 5) achieve USCG diversity policy goals, 6) gain diversity policy buy-in from majority USCG members, and 7) enlist or commission high quality USCG members.

The value created by this paradigm is intended to result in a methodology for diversifying the workforce while at the same time attracting only the very best individuals from across the demographic spectrum.

A strategy canvas is presented in this thesis that provides a qualitative method of marketing and messaging the Respect Paradigm to federal legislators and USCG organizational leaders. Quantitative measurements of the Respect Paradigm’s success would result from internal and external polling, which would assess the acceptance and internalization of its philosophy and criteria. The ultimate measurement will be the Respect Paradigm’s effects on actual USCG diversification.



## **LIST OF ACRONYMS AND ABBREVIATIONS**

AA	Affirmative Action
ADF	Australian Defence Force
CCG	Canadian Coast Guard
DfT	Department for Transport
DFO	Fisheries and Oceans Canada
DHS	Department of Homeland Security
DoD	Department of Defense
EEO	Equal Employment Opportunity
GAO	Government Accountability Office
MCA	Maritime and Coastguard Agency
U.K.	United Kingdom
U.S.	United States
USCG	United States Coast Guard
USCGA	United States Coast Guard Academy
USN	United States Navy
USNA	U.S. Naval Academy

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## **I. INTRODUCTION**

### **A. PROBLEM STATEMENT**

For years, the United States Coast Guard (USCG) has sought to diversify its ranks, and it is making great strides to accomplish this goal. To meet the Commandant's intent of continued USCG workforce diversification, it is critical to assess organizational processes and metrics of diversification and evaluate their strengths and weaknesses. From this assessment, the USCG can more efficiently and inclusively continue to shape its future personnel resources and possibly define an end-state to the diversification endeavor—whether it is parity in national demographic representation, or a method to demonstrate to policy makers that all reasonable measures have been taken to promote the USCG diversification.

Considerable difficulty is involved with managing demographic representation levels in an all-volunteer force. The USCG continues to stress the value and diversity of its individual service members. At the same time, senior leaders of the USCG communicate to Congress and their fellow service members that the USCG has not succeeded in attaining an acceptable level of demographic (race and gender) diversification. The underlying notion of the program is that individuals of the same race or gender cannot be considered to be diverse and such a proposition is not in line with current USCG diversity metrics.

USCG policy says that diversity is not "...only about women and minorities" (U.S. Coast Guard, 2009c, para. 7), but it is exactly these two diversity dimensions that senior USCG leaders and Congressional policy makers point to when evaluating USCG diversity attainment. Is the USCG's ultimate goal to have its demographics mirror United States (U.S.) demographics? Should that be the message when the USCG enlists its recruits? Since the only real node that can affect the service member demographics of the USCG is the accession point, what policies must be in place to ensure USCG

diversification? If there are preferences, do they need to be maintained in the promotion process to ensure mid-level, and eventual upper-level, demographic targets? If this is the case, is it made clear to new accessions?

If demographic parity is not the goal of the USCG diversity policy, then what are the metrics by which the USCG will measure policy attainment? If a clear demographic end-state is not defined, one can argue that the USCG is in a perpetual state of both compliance and/or non-compliance of its diversity initiative. This depends on whether or not individuals of the same race can be considered to be diverse from one another. If not, is diversity to be measured only by demographic differences within the organization?

The USCG must continue to diversify its workforce, but can it possibly control workforce demographics in a voluntary organization that promotes its members in a merit-based system?

## **1. Historical Impetus of USCG Diversification**

Soon after the passage of the Civil Rights Act of 1991, which “...established a Glass Ceiling Commission to study artificial barriers to the advancement of women and persons of color in the workplace” (Ricucci, 2002, p. 13), the USCG commenced an inwardly focused diversity evaluation, which culminated in the 1994 report titled *Managing Diversity as a Process Study*, and for the last 15 years, the USCG has actively sought to diversify its officer and enlisted corps while relying on a merit-based entry and promotion system. Its efforts have resulted in recognized success. Since 1994, notable increases in both women and demographic minorities have occurred. It would seem, however, that the degree of success achieved by the USCG in its endeavors is not sufficient for the service itself or for some members of the U.S. Congress. However, such negative assessments of the diversification initiative raise the question of “what is the desired end-state of the USCG diversification initiative, how will it be measured, and what is the method by which it will be achieved?” If diversity is not based on individuals, at what demographic representational mix is the USCG able to state it is sufficiently diverse? To manage personnel effectively, an end-state must be clearly defined.

Realistically, this is just the first in a list of questions that need resolution to *manage* diversity in a manner acceptable to national policy makers and senior USCG leaders.

## **2. Diversity Is a Homeland Security Issue**

The USCG Commandant, Admiral Thad Allen, has stated:

- 1) I really see diversity as a readiness issue that all of our senior leaders and unit commanding officers must consider as one of the keys to effective mission execution. (U.S. Coast Guard, 2008b, para. 5)
- 2) ...it is imperative that our workforce be reflective of the society that we serve...composed of a full representation of women, men, minority groups... (U.S. Coast Guard, 2009b, p. 5)
- 3) That Diversity management is critical to the Coast Guard's future. (U.S. Coast Guard, 2009b, p. 18)
- 4) That diversity is a USCG readiness issue. (Allen, 2009)

Is the USCG currently able to assert it is a diverse organization credibly? If the USCG is not a diverse organization now, when can the USCG know, or be able to assert it is ready for the future missions of the Department of Homeland Security (DHS)?

## **B. RESEARCH QUESTION**

Although USCG workforce diversity is an admirable objective, the USCG must be careful to scrutinize the manner in which it diversifies itself. If it is morally wrong to discriminate based on race, is it morally incorrect to provide preferential treatment based on race? Is it right to prefer one race to another? Asked another way, when there is a "... fundamental incompatibility of liberty and equality in social pursuits...Whose freedom must be compromised for whose opportunity?" (Tienda, 1999, p. 141).

These questions came into focus during an address by the USCG Commandant before the United States Coast Guard Academy (USCGA) in 2009. In this forum, the USCG Commandant, Admiral Allen, stated that, during his visit, he asked a Coast Guard cadet what diversity meant. The cadet responded that diversity meant "training, rules, and regulations" (Allen, 2009). Admiral Allen stated that anyone who would give this answer was not in tune with the true personnel needs of the USCG with respect to its multi-

mission, multi-cultural, maritime demands, in addition to not being in tune with the spirit of individual value that each person brings to the Coast Guard. He also stated, “diversity is a readiness issue” (Allen, 2009).

One of the strengths of Admiral Allen’s diversity policy statement (Appendix A) is that it sets a truly inclusive tone through its de-linking of diversity and demography. Instead, it emphasizes the value of each and every USCG service member—as an individual. This is a highly respectful method of communicating value for all races and both genders, and it is in line with the USCG diversity dimensions that list race and gender as two of 23 dimensions of diversity (Figure 3). Furthermore, Admiral Allen’s policy statement asserts that the USCG is currently a diverse organization.

In the final analysis, does individual merit remain the distinguishing factor for entrance to, and promotion within, the USCG? Should this concept yield to the need for USCG demographic diversification? Perhaps the two concepts are not mutually exclusive.

Briefly stated, how should the USCG diversify its force and move beyond “training, rules, and regulations” to internalize the value of individual service members and meet personnel needs and DHS mission requirements of the future?

## **C. LITERATURE REVIEW**

The literature available on this topic is divided into six categories: 1) official DHS/USCG publications, 2) Department of Defense (DoD) publications, 3) 3rd party research, 4) Congressional Committee Reports and Testimony, 5) foreign government publications, and 6) diversity publications.

### **1. Official DHS/USCG Publications**

- The U.S. Coast Guard *Managing Diversity as a Process Study* is the baseline document that begins the launch of the diversification of the organization. This study is used to reference the original status and projected goals of the USCG’s diversification initiative from its inception. What is interesting about the document is that the implementation plan and recommendations (create a positive work environment, value all people, and promote individual success) are not exactly clear roadmaps to



a demographically diverse workforce. These values and goals are expected of any professional organization, demographically diverse or not. So how were they implemented and what was the result? The demographic data supplied in this document also is used as the baseline from which to illustrate the diversification of the USCG to the present day. Other important data include organizational psychology assessments from 1994.

- USCG Commandant Thad W. Allen's Diversity Policy Statement clearly outlines the current USCG position regarding the concept of diversity. The relevance of the policy statement to this thesis is that the Commandant certifies the USCG as a diverse organization.
- The U.S. Coast Guard *Diversity Strategic Plan* highlights the future direction the service will take to increase USCG diversity. This plan strongly links diversity to the USCG's ability to execute its future DHS missions. The concept of diversity is heavily associated with race and gender. Workforce diversification goals are linked to parity with national demographics.

## **2. DoD Publications**

- The *Youth Attitude Tracking Study: 1999 Propensity and Advertising Report* is the result of a multi-year study to identify why military age youths make certain recruiting decisions and selections. Information in this report includes demographic profiles, enlistment propensities, and the effectiveness of military advertising. This report is useful to the thesis topic because it may be referenced to help explain the effectiveness or ineffectiveness of the USCG's recruiting efforts to increase diversity within the service.

## **3. Third-Party Research**

- Rand—National Defense Research Institute: *Military Enlistment of Hispanic Youth: Obstacles and Opportunities* examines the need to have the Hispanic population appropriately represented in the armed forces. Its major theme is that the demographics of Hispanics in the general population should carry over into the armed forces. It continues to say that when the recruiting requirement becomes difficult, that 'policies' should be in place to acquire the needed level of Hispanic service members. This report also analyzes factors that can explain why Hispanics are generally underrepresented in the armed services. When examining the USCG policy of diversity, this report may be used to develop policies that increase Hispanic representation in the Coast Guard. If Hispanics are not underrepresented in the USCG, then the report may be used as a reference to illustrate the success of the USCG recruiting program.

- Heritage Center for Data Analysis: *Who Serves in the U.S. Military? Demographic Characteristics of Enlisted Troops and Officers* is a comprehensive tabulation of demographic data. It compares new military accessions on the basis of household income, education level, racial/ethnic background, and from what region of the country they originate. This report is DoD specific. It does not contain USCG data, but it is useful to illustrate accession trends that should be translatable to the USCG, which is an armed service.
- The Rand Corporation's National Defense Research Institute report *Planning for Diversity: Options and Recommendations for DoD Leaders* is a resource that evaluated several different approaches that DoD could take to continue its diversification initiative. Matters, such as the proper definition of diversity, were relevant to this thesis, as were the potential outcomes of various diversification strategies. The report recommended that DoD prioritize race and gender in its definition of diversity (Lim, Cho, & Curry, 2008, p. xv).

#### **4. Congressional Committee Reports and Testimony**

The U.S. House of Representatives Committee on Transportation and Infrastructure's Subcommittee on Coast Guard and Maritime Transportation hearings are as follows.

- On September 10, 2008, USCG Rear Admiral Jody Breckenridge, the Assistant Commandant for Human Resources, briefed the subcommittee on diversity in the Coast Guard. The subcommittee's staff produced an exceptional statistical breakdown of diversity in the armed services' officer and enlisted corps, and at their respective service academies. This testimony and the provided demographic data are valuable references with which the diversity level in the USCG may be compared to its peer organizations.
- On June 18, 2009, Vice Admiral Clifford I. Pearson, the USCG Chief of Staff, briefed the subcommittee on diversity in the Coast Guard. The subcommittee's staff produced a diversity initiative comparison between the USCGA and the U.S. Naval Academy. This subcommittee hearing referenced the concept of USCG diversity based on national demographics. It is also a valuable resource for comparing USCG and United States Navy (USN) diversity philosophies.

#### **5. Foreign Government Publications and Web Sites**

Sources in this category include information from the following.

- The Australian Defence Force: *Frequently Asked Questions*
- The Australian Department of Defence
  - *Fairness and Resolution*
  - *Joint Directive 1/2006*
  - *The Case for Cultural Diversity in Defence*
- Canadian Coast Guard
  - *Ships Officers and Crew*
  - *Canadian Coast Guard Safety First, Service Always: Strategic Human Resources Plan 2008–2011*
- Fisheries and Oceans Canada: *Career Opportunities*
- United Kingdom (U.K.) Maritime and Coastguard Agency
  - *Department for Transport Diversity Statement*
  - *Equal Opportunities and Diversity*
  - *Diversity Awareness.*
- U.K. Department for Transport
  - *DfT Overarching Diversity Statement*

These sources specifically apply to the findings in Appendix B. The Coast Guards of Britain, Canada, and Australia were contrasted against the USCG according to certain criteria. The references in this category were used in an attempt to determine what diversity information is readily available to potential recruits in their respective countries and to illustrate differences in national diversity policies, philosophies, end states, and metrics utilized to validate the benefits of agency diversification.

## **6. Diversity Resources**

- The book, *Managing Diversity in the Military*, discusses several issues that may arise from what it terms as “social representation” (Firestone & Stewart, 2001, p. 257). This is another name for approximating armed services demographics to national demographics.

The book outlines several concerns with this notional policy regarding the degree of managed diversification by officer/enlisted, by job, by year group, by age, etc. No definitive solution is offered in this resource for the actualization of societal representation in the U.S. armed forces.

The question itself is of value if only to clarify how the USCG would choose to measure representation. For instance, would society need to be reflected in each occupational skill offered in the USCG or would an aggregate, overall service statistic that reflects society be sufficient to label the USCG diverse. Secondly, would diversity be targeted to overall societal demographics or more finely tailored to the demographics of the U.S. population qualified to serve in any particular USCG job. For example, would it be necessary for the USCG Officer Corps to reflect U.S. demographics overall, or would it be more realistic for it to reflect the demographics of college educated citizens between the age range of 22 to 60?

The book also projects future diversity issues in regard to the military's policy on homosexual service. It outlines the legal basis for the "Don't Ask Don't Tell" policy as it relates to good order and discipline in the military. Currently, some national leaders are seeking to end this policy and allow homosexuals to serve openly. Sexual orientation is a USCG diversity dimension that needs to be managed along with 22 other diversity dimensions in the organization should this personnel policy adjustment become law.

The potential demographic categorization challenge of multiracial service members is also raised in this book. Since traditional Equal Opportunity laws are geared toward traditional race and gender, how will the USCG choose to categorize mixed race individuals, and why should it limit the protection or recognition of sexual preference to heterosexuals and homosexuals as it diversifies?

- The book *Workplace Diversity* discusses the socially understood meaning of the term "diversity" and suggests that true workplace diversity is not based on racial or gender representation alone.

Although these two aspects of diversity are considered important, John Tropman suggests that "...even more fundamental diversity is vital if organizations are to survive and prosper" (Tropman, 1998, p. 100).

This book is also the only identified piece of literature stating that traditional diversity initiatives focus very little on the demographic majority.

- *The Psychology and Management of Workplace Diversity* provides a detailed description of the history of the diversity initiative and how that history evolved from Congressional civil rights legislation, Equal Employment Opportunity (EEO) policies, and Affirmative Action (AA) programs.

The book also discusses concepts, such as surface and deep diversity and anti-diversity viewpoints. These concepts are relevant to this thesis.

Surface vs. deep diversity arguments highlight the difference between managing demography in an organization (surface diversity) and managing thought and attitudes in an organization (deep diversity) (Thomas, Mack, & Montagliani, 2004, p. 34). The type of diversification that an organization is seeking to achieve can affect its diversification methods, metrics, and desired end-state.

The book attributes a prejudicial motivation to people who do not appreciate organizational demographic diversification. It also labels the concepts of meritocracy, a colorblind society, and melting pot assimilation as myths (Thomas, Mack, & Montagliani, 2004, pp. 44–51). The relevance to the thesis is that those who disagree with an organization's diversification methodology may run the risk of acquiring a prejudicial label and, if demographic diversification is the targeted end-state of an organization, and merit is a myth, how are personnel to be selected and promoted?

- *Managing Diversity in Public Sector Workforces* lists critical Civil Rights laws and court cases that have affected the concept of workforce diversification.

It also provides an inclusive philosophy for managing diversity and the manner in which it should be framed for the public sector workforce. It communicates this by asserting that public sector diversification methods should stress that diversification includes white males. It suggests that such an approach could help deter a policy backlash from that demographic.

- The book, *Diversity and its Discontents*, relates contemporary public problems with the perceptions of AA policy and the perceptions of the multi-cultural agenda.

The concepts of individual freedom vs. equality of opportunity are compared along with the concept of AA and the concept of merit in the workplace.

One of the discussion themes in Chapter VI of this book pits the perceptual contradictions between affirmative action and equal opportunity in regards to the public's inability to have both liberty and equality in social pursuits. The basic argument asks if it is acceptable to take away economic liberty from one group and extend it to another in the pursuit of an overall quest for economic justice. This is the sort of question that faces the USCG if it wants to take action to make its workforce demographically reflect society.

- *The Difference* discusses some commonly held misconceptions regarding whether or not diversity automatically translates into organizational benefits.

Preference differences (difference in what an individual values), cognition differences (differences in how people think), and identity differences (differences in social identity) all affect group performance. The author does outline circumstances where highly diverse groups do perform well—such as complicated tasks where diverse cognition aides in problem solving. The book also outlines the potential negative effects of lumping races into identity groups, which may lead to an organizational perception that identity diversity is the same thing as cognitive diversity, which is a potential result of minority pipeline recruiting. The concept of demographic reflectiveness is also described as a method of limiting organizational diversity because all organizational groups begin to be diversified to exactly the same demographic mix, which limits group demographic diversity. This is relevant to the USCG's goal of reflecting society by demographics.

- *Managing Diversity in the Armed Forces* discusses the U.S. Army's approach to military diversification and suggests the concept of absolute non-discrimination coupled with adherence to strict performance standards.

Essentially, affirmative action should be linked to individual performance and the qualified applicant pool. This diverges from USCG's leadership statements that suggest the USCG should diversify to reflect U.S. demographics. Following the logic in this book, the USCG should adjust its goal to diversify to the demographics of the

comparable workforce. For instance, the demographics of newly commissioned USCG officers should be on par with the demographics of recent U.S. college graduates eligible for military service.

Another relevant point this book makes is the assertion that diversification of the military is essential to properly fostering civil-military relations and maintaining legitimacy with the citizenry.

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## II. COMMON TERMS AND DEFINITIONS

“It doesn’t take much reading or much conversation with managers, employees, consultants, and scholars to discover that the words ‘diversity’ and ‘diversity management’ connote different things to different people.” (Hays-Thomas, 2004, p. 9)

To some subject matter experts and federal policy makers, diversity is strongly linked to an organization’s demography. Essentially, an organization cannot be considered diverse unless it contains the right proportions of majority and minority members, as well as the correct societal representation of men and women. For example, in Chapter II of the book *Managing Diversity in the Armed Forces* (1999), Charles Moskos succinctly states, “the plan of this paper is straight forward. First, we look at race. Second, we examine gender. Third, and finally, we examine race and gender together” (p. 13). In the book, *Managing Diversity in the Military*, diversity is not specifically defined, but the term is closely associated with “...racial, ethnic, and gender groups...” (Dansby, Stewart, & Web (Eds.), 2001, p. xvii). In this type of diversity management, race and gender representation are the main focus of diversification metrics.

If organizational diversification efforts are nothing more than the extension of protections for certain classes of U.S. citizens (as described in the 1964 Civil Rights Act) then it is understandable and appropriate for workforce minority and gender representation to be the most important indicator of whether or not an organization’s diversification effort has been successful. In the book, *Managing Diversity in Public Sector Workforces* (2002), Norma Riccucci states:

...diversity in the broad sense may very well be a political bellwether for “affirmative action.” Although this book focuses on managing diversity in the government workplace, the topics of affirmative action and equal employment opportunity (EEO) are also addressed because these policies, although different, are inextricably linked. Indeed, diversity has evolved from EEO and affirmative action, and yet it does not carry the negative connotations that at least affirmative action has carried for the last twenty years or so. The irony here is that diversity has always been the ultimate goal of affirmative action. (p. xiii)

While nothing at all is improper about this philosophical approach to measuring diversity, it does leave out many other aspects of what constitutes a diverse workforce. In the book *Workplace Diversity*, John Tropman defines diversity as “...multidimensional heterogeneity” and he goes on to say, “...‘diversity’ is often used to refer to the current popular dimensions of ethnicity, racial origin, sexual orientation, and gender. However, religion, region of origin, and educational status are important. Height, eye and hair color, and weight are differentiating variables as well.” (Tropman, 1998, p. 88)

In the book *The Psychology and Management of Workplace Diversity*, the notion of organizational diversity based on demography is also questioned. The basic argument is that simply using percentages of minorities in the organizational workforce as a “gauge” for the organization’s diversification is not indicative of a successful effort (Thomas, Mack, & Montagliani, 2004, p. 33). Instead of these “surface-level” diversity indicators, an organization can realize more benefit from “deep-level” diversity, which is diversity of thoughts and attitudes of which race and gender are components of an overall diversification strategy (Thomas, Mack, & Montagliani, 2004, p. 34). This publication’s working definition of diversity is “...differences among people that are likely to affect their acceptance, work performance, satisfaction, or progress in an organization” (Hays-Thomas, 2004, p. 12).

In the book *The Difference* (2007), Scott Page simply defines diversity as “...cognitive differences” that are the result of differing individual perspectives, interpretations, heuristics, and predictive models (p. 7).

The DoD defines diversity as “the different characteristics and attributes of individuals” (U.S. Department of Defense, 2009, p. 2). The DoD component agencies each have their own definition of diversity, but the Department of the Navy and the U.S. Air Force specifically highlight the dimensions of race and gender. In spite of this specific reference, each service emphasizes that diversity is based on the individual, not the demographic, level.

**A. U.S. ARMY**

Army diversity is defined as the different attributes, experiences, and backgrounds, of our Soldiers, Civilians, and Family Members, that further enhance our global capabilities, and contribute to an adaptive, culturally astute Army (U.S. Army, 2009, para. 1).

**B. DEPARTMENT OF THE NAVY (U.S. NAVY AND U.S. MARINES)**

The term diversity encompasses not only the traditional categories of race, religion, age, gender, national origin, but also the different characteristics and attributes of individuals that enhance the mission readiness of the department of the Navy and strengthen the capabilities of our total force—Sailors, Marines, Government Civilians, and Contractors (U.S. Navy, 2007, para. 1).

**C. U.S. AIR FORCE**

Diversity in the Air Force is broadly defined as a composite of individual characteristics, experiences, and abilities consistent with the Air Force Core Values and the Air Force Mission. Air Force diversity includes, but is not limited to, personal life experiences, geographic background, socioeconomic background, cultural knowledge, educational background, work background, language abilities, physical abilities, philosophical/spiritual perspectives, age, race, ethnicity and gender (U.S. Air Force, n.d., para.1).

Although not an agency of the DoD, the U.S. Coast Guard is one of the five U.S. Armed Services and it defines diversity in the following way:

Diversity is variety. It includes all the characteristics, experiences, and differences of each individual. Diversity can be identified as physical characteristics such as skin color and gender, or it may be differences in culture, skills, education, personality type, or upbringing. Each of these traits brings their own perspective and skills to the workplace. (U.S. Coast Guard, 2009d, para. 1)

Like the U.S. Navy and Air Force definition of diversity, the USCG specifically mentions race and gender diversity dimensions. Since USCG diversity is the subject of this thesis, and the USCG's definition of diversity is what it uses to evaluate its own workforce diversification, it will stand as the working definition of diversity for this thesis.

This definition, along with published USCG diversity metrics, are essential in supporting the notion that the USCG is a diverse organization according to its own doctrine. Of final note is the fact that none of the above definitions of diversity state that an organization is not to be considered diverse unless organizational demographics approximate national demographics.

### III. BACKGROUND

This thesis is not an analysis of the concept of diversity or its positive or negative effects in an organization. Instead, the focus is on the methodology that the USCG uses to diversify its ranks and the metrics by which the USCG measures its level of organizational diversity.

Currently, considerable political pressure exists from both inside and outside of the USCG to “diversify.” The current diversity dimensions (Figure 3) employed by the USCG to indicate the differences in USCG members leave little room for accusations that the USCG is not a diverse organization. Accordingly, the USCG Commandant has asserted exactly that notion in his Diversity Policy Statement (Appendix A).

However, the USCG does not reflect the citizenry of the U.S. *demographically*. Policy makers see this as an issue for numerous reasons; one of the most compelling of which is the idea that:

...the armed forces are reminded of the necessity to create and preserve sufficient legitimacy among their stake-holders in society at large. The armed forces’ predominant stake-holders are politicians, employers and the general public. To gain sufficient legitimacy, it is a traditionally accepted belief that the workforce in the army, navy and the air force should mirror more or less the composition of the population at large.... (Soeters & Van Der Meulen, 1999, p. 212)

The USCG’s organizational intention is to avoid a situation in which it is unrepresentative of the taxpayers it serves, and unable to leverage the benefits that a diverse talent pool can bring to bear in solving complicated problems.

The demographic disparity between the USCG and the greater U.S. population has influenced the commencement of several USCG diversity initiatives, such as the College Student Pre-Commissioning Initiative, the Blue 21 Flight Initiative, the Minority Officer Recruiting Effort, and the Pre-enlistment Program for Enlisted Personnel. While well meaning, these initiatives have not resulted in demographic representativeness in the ranks, or reduced the clamor for more USCG diversity from either Congress or from within the USCG.

The problem is complicated. The USCG should endeavor to be comprised of a representative sampling of the country, but it is a voluntary organization that can only accept those who choose to enlist or accept a commission. Furthermore, merit and performance are the basis for admission and promotion—two criteria that have absolutely nothing to do with race or gender.

The USCG is diverse—and must further diversify. It must do this while ensuring organizational excellence through merit and a focus on its individuals—not on race and gender.

Some policy makers are demanding short-term USCG demographic changes to demonstrate the organization’s commitment to diversity. While expedient, this type of diversification is viewed by some scholars as superficial. Diversification of this nature is referred to as surface-level diversity, which “...focuses on visible markers such as race and gender” (Thomas, Mack, & Montagliani, 2004, p. 34).

Stressing race and gender attainment intentions does not focus on the value of individuals. Instead, it clusters individuals into groups while pitting them against each other in personnel pools. Individuals must enter the USCG regardless of race or gender, not because of it. That is the difference between “diversity” and “managing diversity.”

## **A. THE PAST**

It is important to highlight the initial links that the USCG forged between demography and diversity that remain philosophically in place today. It is also important to evaluate changes in USCG demography in the years following 1994 and to put into words exactly what is being asked of the USCG in the future to enforce diversity in an all-volunteer merit-based organization in both entry and promotions. In light of recent Congressional committee discussions and testimony in the U.S. House of Representatives Committee on Transportation and Infrastructure and the U.S. House of Representatives Subcommittee on Coast Guard and Maritime Transportation, regarding the sub-optimal results of historic USCG diversification efforts, it is important to specify what is expected of the USCG in terms of its future diversification method and end-state.

In the summer of 1994, the USCG Commandant, Admiral Robert E. Kramek, stated:

I will change the composition of the Coast Guard workforce to better reflect the U.S. population [and] change the workforce environment to guarantee equal treatment and opportunity...My goal is to promote women and minorities into top management positions so that they can successfully compete for flag office and SES selection by 1998. Coast Guard management at the highest levels will embrace diversity. (U.S. Coast Guard, 1994, p. i)

Members of the 1994 USCG, upon reading such a statement, might have recognized the insinuation that there was something wrong with their organization's workforce environment and that the promotions of women and minorities were artificially arrested by a biased advancement system.

Admiral Kramek's statement omitted the concept of merit when he said, "my goal is to promote women and minorities..." (U.S. Coast Guard, 1994, p. i). By doing so, he may have established a perceptual precedent in the organization and created an environment that was less than receptive to the diversification message. In effect, the Commandant put forth the concept that gender and race were sought after criteria for promotion. Regardless of the legality, actual intent of the phrase, or even whether or not such practices were happening in other federal or private institutions, the statement divided promotion groups by race and gender. The obvious questions that follow such a statement are: 1) will merit play a lesser role in promotions? and 2) how are race and gender weighted in the promotion process?

The USCG acknowledged that its members had these concerns when it stated that, at that time, there was a perception that a) "...minorities / women are given an 'unfair advantage' in selections and that a shift in emphasis now means that white males are receiving 'unfair treatment'" (U.S. Coast Guard, 1994, p. 30), b) "a perception exists that affirmative action means hiring and promoting unqualified people" (U.S. Coast Guard, 1994, p. 30), and that c) "...diversity and AA/EEO are synonymous...and that diversity initiatives mandate the hiring of minorities and females simply to increase the numbers" (U.S. Coast Guard, 1994, p. 29).

Admiral Kramek further stated, “Coast Guard management at the highest levels will embrace diversity” (U.S. Coast Guard, 1994, p. i). Thus, the in-equity of women and minorities **not** being promoted because of their race/gender (allegation) was to be remedied by promoting them **because** of their race/gender (policy). If the assertion is that, in the past, white men were promoted in the USCG because of their race/gender, and that is wrong, why is it acceptable to promote non-white, non-male, personnel because of their race/gender? If the answer to this question was yes, to correct past injustices, then clearly informing USCG service members that merit would play a lesser role in the promotion process seemed to be in order. However, the USCG did not state the methodology it would employ to promote specific demographic groups ahead of others. Once again, “my goal is to promote women and minorities...” (U.S. Coast Guard, 1994, p. i).

Diversity is a worthy institutional goal, but the exclusion of merit in the Admiral’s directive is unfortunate, and this oversight can arguably be one of the issues that the average Coast Guardian recognized in a report that followed the Admiral’s position statement.

Following Admiral Kramek’s statement, the USCG issued a report titled *Managing Diversity as a Process Study* in October of 1994. This report did mention merit-based accessions by saying, “we must attract the best, and increasingly, the best will be drawn from diverse segments of our society” (p. i). This statement is unassailable. It is almost impossible for an educated American to feel discriminated against when organizations state that they will accept the best applicants into their ranks. Merit-based diversification is not primarily based on race or gender, it is based on qualification. This is easily justified by policy makers and understood by potential entrants.

The report defines diversity as “...the uniqueness of all individuals which encompass different personal attributes, values and organizational roles” (U.S. Coast Guard, 1994, p. iii). Focusing on the value of all individuals is in line with both the Constitution (which all uniformed USCG members are sworn to support and defend) and USCG core values. The report lists the primary and secondary diversity dimensions as:



Primary Dimensions include age, ethnicity, gender, physical ability, race, nationality, and sexual orientation. These dimensions have the most profound influence on an individual and rarely changes.

Secondary Dimensions also contribute to an individual's uniqueness and include education, geographic location, income, marital status, military experience, parental beliefs, work experience, religion, primary language, and job level, etc. These dimensions can be more easily changed but also contribute much to an individual's perspective. (U.S. Coast Guard, 1994, p. iii)

The report uses the term “actively managing diversity...” in the *Why is Diversity Important* section of the executive summary (U.S. Coast Guard, 1994, p. ii). Although the report's definition of diversity management does not mention race or gender considerations, the context of demographically managing the workforce is established in this section. In the paragraph before the term appears, the report states, 1) “women, minorities, and immigrants will encompass a larger share of the labor pool. As the labor pool becomes more diverse, so will the Coast Guard's workforce...” (U.S. Coast Guard, 1994, p. i), and 2) “diversity issues must be managed to bring about constructive change” (U.S. Coast Guard, 1994, p. i). However, if the USCG's goal is to attract the best *from different demographic groups*, as stated previously, then the need to manage demographic diversity actively comes distastefully close to implying a differing capacity to compete based on race and gender. In other words, if the best candidates from different demographics are considered competitive, no diversity management of the workforce is necessary. However, if an organization holds the opinion that the best candidates from diverse demographics cannot compete equally for accession and promotion—it is necessary to manage diversity actively to balance the workforce demographically. The report also states that “clear, understandable information on the selection process must be disseminated widely to send the message that only the best qualified persons, whether minority or majority, are selected for employment or promotion” (U.S. Coast Guard, 1994, p. 30).

If this were true, and the best-qualified individuals from different demographics competed equally for promotion (which the law requires), there would never be a need to manage diversity actively. However, since the insinuation is that the USCG was unable to

follow Equal Opportunity Law, why was there an expectation that it would follow diversity policy and actively manage the workforce? Regardless of the previous questions, it was clear that diversity would be a *top priority*, it would be *actively managed*, and the primary dimensions of diversity include *ethnicity, gender, and race*. It stands to reason that merit-based promotions and accessions would, at the very least, be affected by this report. It is implausible that USCG members concluded that the primary dimensions of diversity would not be included in organizational hiring and promotion goals. The USCG expected some of its members to resist the actuality, or the perception, of diversification goals influencing promotions. This expectation is reflected in the report's use of the personnel term "backlash" (U.S. Coast Guard, 1994, p. 30).

*Backlash* was projected by the authors of the report to be an eventual push back from members of the USCG if they determined that the diversification initiative was biased against white males. To prevent resistance of this nature, the report states:

Successful marketing is a key element for implementing diversity management...the importance of presenting these concepts in such a way that educates everyone to the fact that diversity is all-inclusive and is of paramount importance to the Coast Guard's future cannot be overemphasized (U.S. Coast Guard, 1994, pp. iv-v).

Unfortunately, the report also contained the following statements:

(a) ...determine why there is a higher attrition rate among minorities and women than majority males at basic training, OCS and the Academy, and determining if there is a disproportionate number of minority and women separations overall, analyzing why and taking corrective action. (U.S. Coast Guard, 1994, p. 14)

(b) The demographics of the Coast Guard military and civilian labor force will be compared, with recommendations for affirmative action and equal opportunity measures to be used as tools for achieving parity. (U.S. Coast Guard, 1994, p. 19)

An organization focused on merit, performance, and achievement on the individual level (an all-inclusive approach), would have added the phrase "if necessary" to the end of quote a. Otherwise, the average USCG leader, might assume that if the reason a disproportionate amount of women and minorities drop out of training programs is because they fail to meet published standards, then the standards must be changed to

accommodate the diversity initiative. The only other explanation is that USCG leadership was separating women/minority personnel that met training standards because of their race or gender—and that was/is illegal.

The quote uses a sort of circular reasoning as well. It states that there is a higher attrition rate for minorities and women, and then says it is important to determine if the previously stated higher rate is disproportionate. Higher rates of disenrollment for minorities and women are, by definition, not proportional to majority candidates. It seems as though this type of direction leads to a particular investigatory conclusion. If women and minorities are being separated because of their race or gender, then that is a legal matter. If they are being separated because of an inability to meet established performance standards, that is another matter entirely. If established performance standards needed to be changed to retain more women and minorities, it is logical to assume that the existing standards would not be kept the same or made more stringent.

In quote b, the USCG has committed itself to demographics based promotions. Again, there is no mention of performance or merit—just group promotion intentions. Those most identifiable as ‘the backlash group’ may have keyed in on these statements when formulating an opinion of the policy and juxtaposed quotes a and b against the statement, “...only the best qualified persons, whether minority or majority, are selected for employment or promotion,” and they may have also noted the lack of agreement between the two concepts (U.S. Coast Guard, 1994, p. 30). The USCG demographic majority may have then concluded, “...minorities/women are given an ‘unfair advantage’ in selections and that a shift in emphasis now means that white males are receiving ‘unfair treatment’” (U.S. Coast Guard, 1994, p. 30).

Both quotes also raise the question of uniform USCG performance standards. The report’s authors predicted this concern from USCG members and preempted them with the following:

(a) ...dispel misconceptions that diversity recruiting, promotion and assignment policies negatively affect quality by lowering standards. (U.S. Coast Guard, 1994, p. 15)

(b) Diversity management is based on business principles that argue against any notion of lowering standards. (U.S. Coast Guard, 1994, p. 5)

This report stated clearly that diversity did not necessitate the lowering of standards for recruiting or promotion based on race or gender considerations, yet it was referencing the controversial affirmative action methodology of promotion to attain the desired demographic end-state. If there was to be no lowering of standards, and only the best qualified were to be promoted, the concept of affirmative action seems to be out of place.

Another dimension of this report is of note. The policy subtleties it contains are readily apparent to the eye of a military professional. While most USCG officers and enlisted members embraced the concept of workforce diversity, and its benefits to the USCG, the authors of the report anticipated fairness concerns and reservations about the methodology behind the USCG diversification effort. However, the tone of the document may have suppressed policy process questions with the following phraseology:

(a) Coast Guard management at the highest levels will embrace diversity. (U.S. Coast Guard, 1994, p. i)

(b) Ethnicity, gender, and race are primary diversity dimensions. (U.S. Coast Guard, 1994, p. iii)

(c) The USCG will actively manage diversity. (U.S. Coast Guard, 1994, p. ii)

(d) The Coast Guard must ensure that violators (e.g., discriminators) of diversity initiatives are dealt with quickly and decisively. (U.S. Coast Guard, 1994, p. 6)

Instead of saying that USCG personnel, who illegally discriminate against other service members on the basis of race, gender, nationality, etc., would be disciplined according to Equal Employment Opportunity Laws (EEO) and the Uniform Code of Military Justice, the report said that *discriminators of diversity initiatives* would be “dealt with quickly and decisively.” This tone discourages dissent from the USCG’s

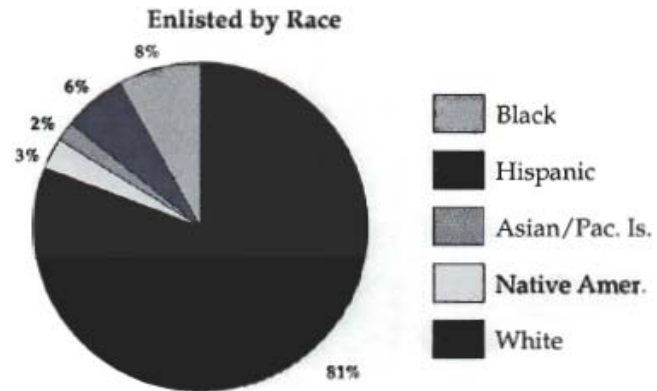
diversification initiative, whether that dissent is based on philosophy or methodology. Well-meaning detractors may have feared being placed in the “...dealt with quickly and decisively” category.

The 1994 USCG report titled *Managing Diversity as a Process Study* states, “diversity goes well beyond race and gender” (U.S. Coast Guard, 1994, p. 5). It then proceeded to compartmentalize the USCG workforce by race and gender.

The following USCG demographic breakdown is used as the baseline for comparison measurements to evaluate the effectiveness of the diversity initiative as it pertains to USCG enlisted members, cadets, and commissioned officers from 1994 to the present.

## Coast Guard Enlisted Demographics

Enlisted	Total Minority	Black	Hispanic	Asian/ Pac. Is.	Native Amer.	White	Total
E1-E9	5267	2244	1691	557	775	23881	29148



Enlisted	Female	Male
E7-E9	113	3551
E4-E6	1517	17429
E1-E3	897	5641
Total	2527	26621

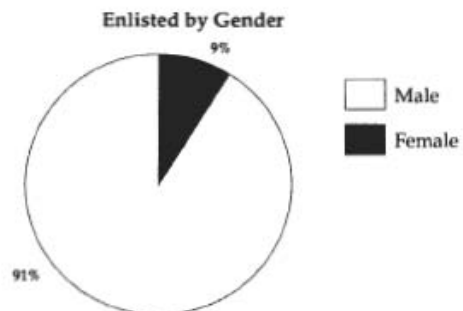


Figure 1. Coast Guard Enlisted Demographics (From: U.S. Coast Guard, 1994, p. 45)

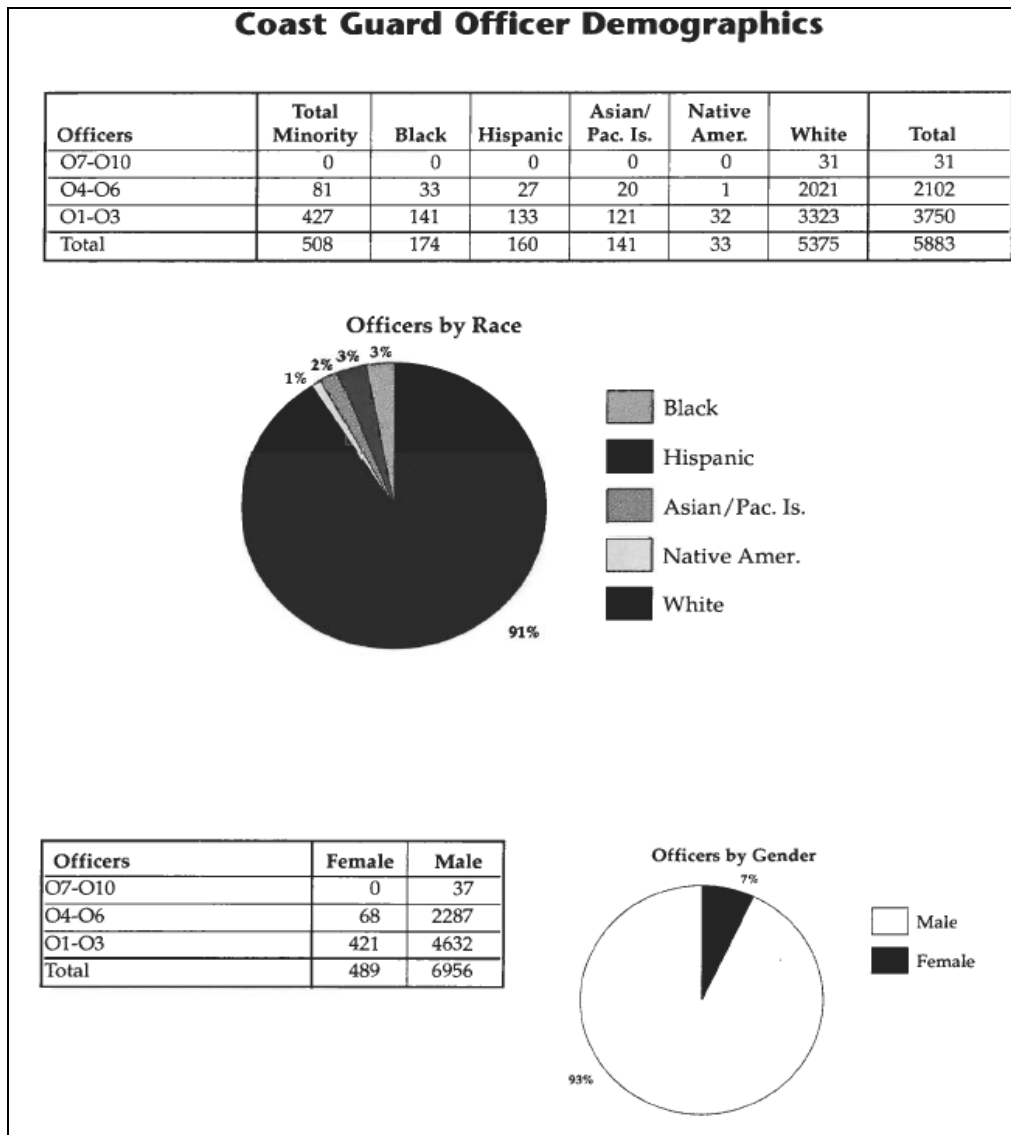


Figure 2. Coast Guard Officer Demographics (From: U.S. Coast Guard, 1994, p. 46)

Since the 1994 study, minorities in the USCG have increased in number. The following demographic table is a portion of a September 9, 2008, Subcommittee on Coast Guard and Maritime Transportation *Hearing on Diversity in the Coast Guard, including Recruitment, Promotion, and Retention of Minority Personnel*.

Coast Guard Workforce Composition FY95-FY07						
	Officer		Enlisted		Warrant Officer	
	FY95	Present	FY95	Present	FY95	Present
African American	3.1%	4.7%	7.60%	6.2%	2.5%	7%
Hispanic	3.1%	6%	6.30%	11.5%	1.6%	5%
Native American	0.6%	1.4%	2.70%	2.9%	0.3%	1%
Asian/PI/Multi Race	2.6%	8.6%	2.10%	8%	2.3%	2%

Source: United States Coast Guard

Table 1. Coast Guard Workforce Composition FY95–FY07 (From: U.S. House of Representatives Subcommittee on Coast Guard and Maritime Transportation, 2008, p. 3)

The numbers alone do not have much import until put into perspective. It is important for the USCG to acknowledge that at the time of this committee hearing, the USCG had:

- Roughly the same percentage of white officers as the Navy (82.6% USCG vs. 82.3% Navy)
- Roughly the same percentage of minority officers as the Navy (13.8% USCG vs. 13.9% Navy)
- A greater percentage of enlisted minorities than the U.S. Marine Corps (16.9% USCG vs. 15.7% U.S. Marine Corps)
- A greater percentage of Hispanic officers than the U.S. Army, Navy, and Air Force (5.8% USCG vs. 5.6% Army, 5.5% Navy, and 3.8% Air Force)
- Roughly the same percentage of Hispanic enlisted members as the U.S. Army and a greater percentage of Hispanic enlisted members than the U.S. Air Force (11.3% USCG vs. 11.7% Army and 5.6% Air Force) (U.S. House of Representatives Subcommittee on Coast Guard and Maritime Transportation, 2008, p. 2)

In light of these statistics, one would expect interested legislative oversight committees to have been encouraged with USCG progress. This, however, was not the case, as discussed in the upcoming section titled *The Legislative Arena*.

## B. THE PRESENT

Current USCG demographics show, without a doubt, that the organization is not in parity with U.S. demographics as of 2009.



Workforce Totals		Active Duty Workforce Race/Ethnicity		Average Time in Service (Yrs.)	
Enlisted	33,910	American Indian/		Enlisted	8
Officers	8,038	Alaskan Native	2.5%	Officers	12
Civilian	7,659	Asian	0.7%	<b>Officer Commissioning Sources</b>	
Reserve	7,484	Black	5.6%		
Auxiliary	28,986	Hispanic/Latino	10.6%	Academy	46%
<b>Active Duty Workforce</b>		Multiple race	8.3%	OCS Reserve	20%
Men	87.5%	Native Hawaiian/		Direct Commission	15%
Women	12.5%	Pacific Islander	.5%	OCS prior Enlisted	12%
<b>Married</b>		White	77.3%	CWO to LT	5%
Enlisted	55%	<b>Average Age (Yrs.)</b>		EAD	2%
Officers	69%	Enlisted	29		
		Officers	35		

Figure 3. Coast Guard Diversity Dimensions (From: U.S. Coast Guard, 2009a, p. 1)

The USCG recognizes 23 different dimensions that diversify one individual from another. Race and gender are components of this diversity, but they are not weighted in any specified manner. This assumption is in line with the Commandant's assertion that the USCG is a diverse organization, which is explained in the following section.

### 1. USCG Diversity Basics

The USCG has established a Web site for communicating its diversification initiative to the rank and file service member and potential USCG aspirants. The Web page is called "Diversity 101" and the following information is presented to readers.

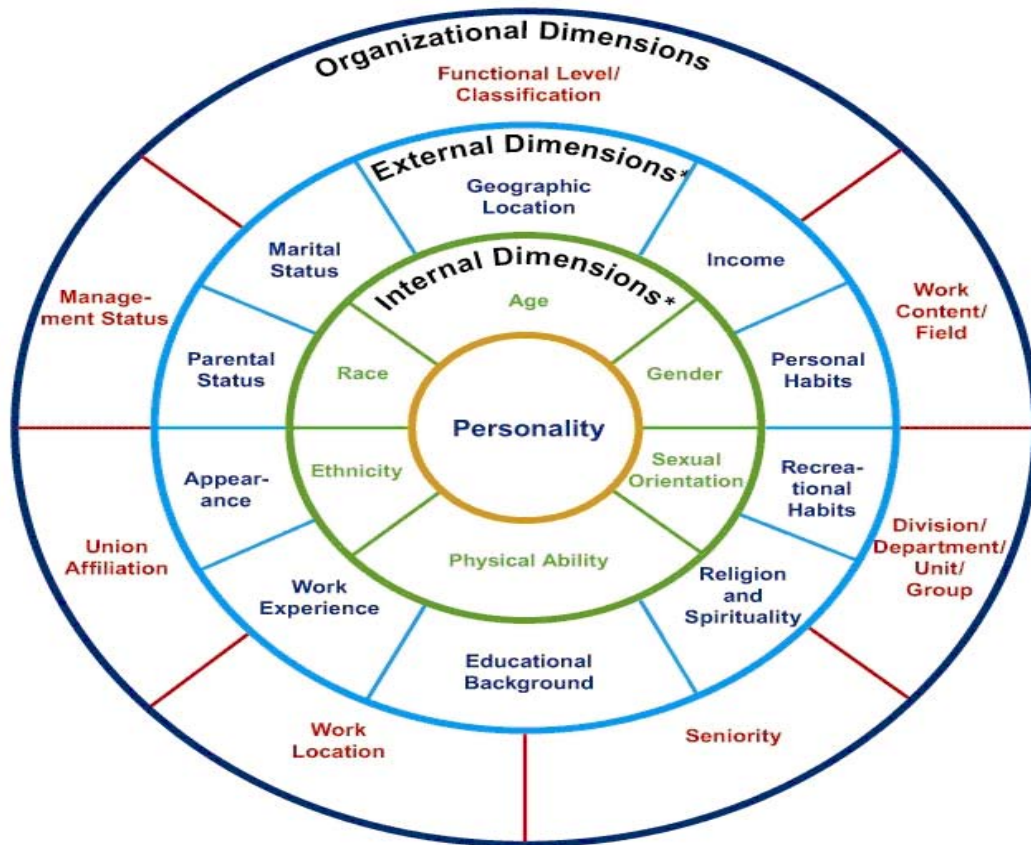


Figure 4. The Dimensions of Diversity (From: U.S. Coast Guard, 2009d, para. 2–10)

### What's the difference between diversity and EEO?

Diversity is a process concerned with equity or fairness. Unlike EEO, it's not legally required, is based on choice, and includes everyone. The diversity process aims to improve awareness of others that will lead to positive behavioral changes. Human Resources champions diversity.

Equal Employment Opportunity (EEO) is distinct from diversity and focuses on equality and equal access. It's legally-based and primarily concerned with protected classes. Compliance with EEO policy is mandated by law. EEO employs corrective and preventative measures for discrimination, sexual harassment, sexual discrimination, and equal opportunity. The Office of Civil Rights handles EEO, and they manage the complaint process.

### **Why does the Coast Guard care about diversity?**

A diverse workforce provides a variety of perspectives and talents that will enhance the workplace. A diverse workforce allows an organization to capitalize on these strengths and become stronger and more capable.

In order to maximize its effectiveness and efficiency, the Coast Guard needs the best possible people to work as a team. If a group is excluded, the Coast Guard loses the skills and talents of members of that group, which reduces the potential quality of the organization.

An inclusive work environment is also critical. To work at its best, a team needs to trust and respect each other. If a member feels excluded or marginalized, he/she is less inclined to work with the team, trust the other members, or add input. This becomes especially dangerous when people notice a safety concern, but the[y] don't feel like they can speak up. Additionally, targeted individuals are more likely to leave the Coast Guard, which results in a loss of training, talent, and experience.

### **Is diversity only about women and minorities?**

No. While race, gender, and physical characteristics are easily identifiable differences, and therefore, the most apparent aspects of diversity, there are many other dimensions of diversity. Diversity dimensions can be internal, external, and organizational. (see chart above)

Here are some examples:

- Regional origin (Southern U.S. vs. Midwest)
- Political party affiliation (Republican, Democrat, Independent, etc.)
- Religion
- Personality type (introvert vs. extrovert)
- Rate (MK, YN)
- Education level

As Guardians, Coast Guard members are expected to treat each other professionally and respectfully regardless of individual differences.

### **Why should I care about diversity?**

Work environment directly affects unit performance. We all want to contribute to a productive and positive work environment. Such an environment enhances effectiveness, increases job satisfaction, and retains

valuable employees. Whether it's a boarding team, an AVDET, or a staff unit, the mission suffers when members can't work as a team. (U.S. Coast Guard, 2009d, para. 2–10)

One of the more apparent adjustments from the original 1994 *Managing Diversity as a Process Study* is the addition of another diversity dimension. Currently, the USCG recognizes Internal, External, and Organizational diversity dimensions as opposed to the Primary and Secondary Dimensions outlined in the 1994 Managing Diversity Study.

Of specific note is the USCG's depiction of race and gender in relation to the other diversity dimensions. The diversity initiative is described as a process that is not based on race and gender—nor is there any reference to these demographic characteristics receiving special consideration in relation to the other dimensions. Individually, both race and gender compose 1/6th of the Internal Diversity Dimensions and 1/23rd of all diversity dimensions. Thus, when organizational leaders are evaluating the USCG's diversity attainment statistics through this set of standards, it is not difficult at all to assert that the USCG is, in fact, a very diverse organization. The Commandant of the USCG states exactly that in his Diversity Policy Statement. However, neither Congressional policy makers nor senior USCG leaders (including the Commandant) seem to accept the USCG's method of measuring diversity.

## **2. The USCG Commandant's Diversity Policy**

The USCG Commandant, Admiral Thad Allen, has actively pursued the diversification of the Coast Guard. Appendix A provides his *Diversity Policy Statement*. What is striking about this statement is that it is totally devoid of any reference to a USCG service member's race. It is a very inclusive document that does not single out any particular ethnicity or gender. It truly applies to all USCG members, and it validates the previously discussed USCG Dimensions of Diversity, which has 23 facets of individual diversity metrics. It is an inspiring message to the force, and it stresses the value of the individual. Admiral Allen does not assign values to his subordinates based on any criteria, but instead reminds them all that it is the individual that is to be the foundation of the diversity initiative. This statement appeals to the general public consensus that all men (and women) are created equal. It supports the concept that each individual is

worthy of respect and honor, regardless of racial or gender affiliation. True inclusion and real diversity, manifests itself when sub groups are deemphasized and the larger concept of USCG unity and the USCG core values of **Honor, Respect, and Devotion to Duty** are stressed. Admiral Allen said as much by stating that honoring the USCG core values is critical to our “individual and collective success” (U.S. Coast Guard, n.d., Diversity Policy Statement, para. 5).

In the *Diversity Policy Statement*, Admiral Allen imparts, “the Coast Guard is a diverse workforce” (U.S. Coast Guard, n.d., Diversity Policy Statement, para. 2). It is impossible to assert otherwise when *individuals* are the focus of diversity and USCG diversity dimensions are the metric. Unless one wishes to state that individuals of the same racial, gender, or ethnic groups are all the same (which is an unlikely result when any two organizational members are evaluated by the USCG Diversity Dimension criteria), the argument that individuals are diverse must be true. Valuing the individual, not demographic groups, is essential to observing the USCG core value of Respect.

To assert that the USCG is not sufficiently diverse, it is necessary to first separate individuals into racial or gender identity subgroups and then assign value to these groups (i.e., there are too many of group X, or not enough of group Y). For the group then to become sufficiently diverse, it is essential to adjust its demographic composition. In short, emphasis must be taken away from individual value and then value must be assigned by race/gender to *actively manage diversity*. The point is, under this system, races and genders are valued differently. If diversity means that groups (which are used to measure diversity) are valued over individuals (which are not used as a diversity metric), such a value system is incompatible with the Commandant’s Diversity Policy Statement, and USCG policy, which avoids placing unequal value on different demographic groups.

As mentioned previously, the Commandant has also stated, “I really see diversity as a readiness issue that all of our senior leaders and unit commanding officers must consider as one of the keys to effective mission execution” (U.S. Coast Guard, 2008b, para. 5). This concept is not unique to the Coast Guard. In fact, several other allied Coast Guards have asserted the same thing. These points are made in Appendix B.

However, what eludes the USCG and certain other comparable agencies has been the defined end-state of the diversification initiative and the methodology by which it is to be achieved. Since “...it is imperative...” that the USCG workforce “...be reflective of the society that we serve,” how will the USCG achieve demographic parity while continuing to be a merit-based, volunteer organization (U.S. Coast Guard, 2009b, p. 5)?

### **3. The Legislative Arena**

The political perception of USCG diversity attainment differs from the assessment in the Commandant’s Diversity Policy Statement that asserts the USCG is diverse. When viewed through the racial and gender diversity dimensions alone, the USCG is said to lack diversity. The political assessment of USCG diversity is in line with the notion that organizations are not diverse unless, as John E. Tropman, PhD, University of Michigan says, they racially reflect “...a ‘representation’ of different identified groups” (Tropman, 1998, p.100). He further states that:

The term “diversity” is often used to refer to the currently popular dimensions of ethnicity, racial origin, sexual orientation, and gender.

As a word, “diversity” is often a code for ideas that we do not want to express directly. When someone says “Our workplace needs to be more diverse” and that workplace is made up of white males, it is reasonable to conclude that the person really wants to say, “we need more women and black people here” but feels uncomfortable in speaking directly.

From my perspective, diversity used as a code misses the concept’s rich multidimensionality. (Tropman, 1998, p. 88)

...the decision to make an effort to create viable job opportunity structures for those whom the society has subordinated is a laudable effort and should be continued. However, the purpose of that diversity initiative has a different kind of organizational health in mind—a “representation” of different identified groups...the basic proposition I would like to advance is that an even more fundamental diversity is vital if organizations are to survive and prosper. (Tropman, 1998, pp. 99–100)

Past USCG diversification strategies that have emphasized racial and gender diversity dimensions have been judged to be less than successful by both the USCG and Congress. A negative USCG Office of Civil Rights report from Booz/Allen/Hamilton

released in February of 2009, further increased Congressional interest in the USCG diversification initiative. On April 15, 2009, leaders of the Congressional Committee on Transportation and Infrastructure directed the Government Accountability Office by letter to "...assess the Coast Guard's efforts to improve civil rights and increase diversity in its ranks... The letter was signed by Rep. James L. Oberstar (MN), the Committee's Chairman, Rep. John Mica (FL), the Committee's Ranking Member, Rep. Elijah Cummings (MD), Chairman of the Subcommittee on Coast Guard and Maritime Transportation, and Rep. Frank LoBiondo (NJ), the Subcommittee's Ranking Member" (House Transportation and Infrastructure News Release, 2009, para. 1). The report was scheduled for completion in April 2010.

Congressman Cummings, Chairman of the Subcommittee on Coast Guard and Maritime Transportation, is deeply concerned about the progress of the USCG diversity initiative. He has specifically referenced what he perceives as a lack of diversity at the USCGA. Congressman Cummings regarded the USCGA's diversity situation as a "painful sight" following a House Transportation and Infrastructure Subcommittee on Coast Guard and Maritime Transportation hearing (Grogan, 2009, para. 1). Representative Cummings went on to declare:

In May, the Coast Guard Academy's Class of 2009 graduated. Out of a class of 225 students, there were, according to data provided by the Coast Guard, 24 minorities, including 10 Asians, 9 Hispanics, 4 African Americans and one Native American. Additional data provided by the Coast Guard show that the incoming Class of 2013 is expected to begin with 288 students, of whom 44 will be minorities, meaning that minorities will comprise approximately 15 percent of the incoming class. Of those students, Hispanic Americans will comprise nearly nine percent of the incoming class and African Americans will comprise two percent of the incoming class.

I serve as a Member of the Board of Visitors of the Naval Academy. Earlier this month, the Naval Academy announced that its Class of 2013 will be the most diverse class in that institution's history, with 35 percent of the class of incoming midshipmen being minorities. In other words, the Naval Academy's Class of 2013 has more than double the number of incoming minority members as a percentage of the incoming class than the Coast Guard Academy's Class of 2013 does. Further, this level of diversity

in the Naval Academy's Class of 2013 represents an increase of approximately seven percent over the percentage that minorities comprised of the incoming Class of 2012 last year.

The very top levels of the Navy's leadership in the Office of the Chief of Naval Operations have recognized that diversity is not a problem to be managed but is rather a promise to be realized. Our nation's diversity is one of our greatest strengths. And, to ensure that it can harness this strength to accomplish its missions in service to our nation, the Navy has set a clear objective of significantly increasing the diversity of its future senior leadership—and it is holding its current senior leadership directly accountable for their contributions to the achievement of this objective.

In pursuit of the Navy's overall diversity objectives, the U.S. Naval Academy has implemented a comprehensive effort to break down any barriers that its old recruiting methods may have thrown in the way of the achievement of its inclusion goals and has initiated new efforts targeted to reach potential students in every corner of this nation. This effort has been led by the Dean of Admissions at the Naval Academy, Stephen B. Latta, who will testify today. I emphasize that he is here specifically to share with the Subcommittee how the Naval Academy has achieved its stunning successes.

The experience of the U.S. Naval Academy demonstrates beyond a shadow of a doubt that where there is a will to expand diversity, diversity will expand. The Coast Guard is moving decisively to ensure that its civil rights services guarantee equal opportunity to all. Like the Navy, the Coast Guard must also take specific and aggressive steps to ensure that it can harness the strength of our nation's diversity by ensuring that its leadership pipeline reflects that diversity.

It is frankly past time for the Coast Guard to move to define comprehensive, service-wide diversity objectives and to require each member and unit of the service—including the Academy—to contribute to the achievement of these objectives. (Cummings, 2009a, para. 11–16)

In providing such a statement, the USCG and USCGA leadership are necessarily redirected from concentrating on individual diversity, which is an all-inclusive concept, to racial diversity, which is based on an individual's skin color. Congressman Cummings did not mention gender, or any other aspect of what makes an individual distinct and diverse from any other, in the entirety of his testimony. It was clear in his statement that he considers diversity and race to be synonymous. Merit is also not referenced by the Congressman. Instead, he has suggested that USCG leaders "...define comprehensive,



service-wide diversity objectives...” (Cummings, 2009a, para. 16). Taken in context with the remainder of his testimony, it seems that Congressman Cummings is asking USCG leadership to specify diversity (racial) attainment levels for its incoming service members. It is difficult to maintain the notion that accession processes are in line with the Commandant’s diversity statement if the USCG is made to attain “diversity objectives.” This necessarily means that some individuals can be in the USCG because of what they are, not who they are, or what they have accomplished by merit. Unless a USCG representative was to take the position that: 1) the USCGA would have specified diversity objectives, 2) that these objectives would always met, and 3) that this accession system would not be driven at least in part by demographics, then, this recommendation by Congressman Cummings would skirt the notion of set-aside billets for personnel based on racial characteristics.

In his testimony, Congressman Cummings referenced the superior performance of the U.S. Naval Academy (USNA) in terms of diversifying its cadet corps. However, before the USCGA looks to the USNA as an example of how to diversify properly, it is important to determine what processes the USNA uses to diversify.

First, applicants to the USNA have a political component in their admissions process not shared by USCGA applicants. In fact, the USCGA is the only U.S. service academy that does not require a political appointment prior to entry.

Applicants to all service academies except the United States Coast Guard Academy are required to obtain a nomination to the school from a nominating authority. Nominating authorities currently include U.S. Senators, Members of Congress, and the President and Vice President of the United States. Students wishing to attend the U.S. Coast Guard Academy apply directly to the Academy and compete on a nationwide basis for competitive appointments to the Academy, which does not have any type of quotas (such as for state representation). (U.S. House of Representatives Subcommittee on Coast Guard and Maritime Transportation, 2008, p. 7)

The assumption that an accession process with a political component can yield a product more governed by political objectives than an accession process that has no political component is buttressed by recent allegations about the USNA's applicant process.

Bruce Fleming, a USNA English professor, who sat on the USNA admissions board in the past, stated in June of 2009 that the USNA admissions board was dividing applicants into racial tiers and evaluating races within those tiers. Authoring a guest column in the local Annapolis newspaper, Mr. Fleming stated:

Midshipmen are admitted by two tracks. White applicants out of high school who are not also athletic recruits typically need grades of A and B and minimum SAT scores of 600 on each part for the Board to vote them 'qualified'. Athletics and leadership also count...SAT scores below 600 or C grades almost always produce a vote of 'not qualified' for white applicants.

Not so for an applicant who self-identifies as one of the minorities who are our 'number one priority'. For them, another set of rules apply. Their cases are briefed separately to the board, and SAT scores to the mid-500s with quite a few Cs in classes (and no visible athletics or leadership) typically produce a vote of 'qualified' for them, with direct admissions to Annapolis. They're in, and are given a pro-forma nomination to make it legit. (Fleming, 2009, para. 8–10)

Fleming's assertion seems to be indirectly addressed by a fact sheet issued by the USNA's public affairs office. The subject is Admissions Diversity. The fact sheet states, "...every candidate competes equally in a single, highly-selective and competitive admissions process" (U.S. Naval Academy, 2009, p. 2), which is followed on page three with a paragraph that states:

Using the admissions process mentioned above, the Naval Academy chose Hispanics whose average SAT score is in the top 5% of all college-bound Hispanics and African Americans whose average SAT score is in the top 6% of all college-bound African Americans. (U.S. Naval Academy, 2009, p. 3)

This paragraph at least re-raises the tiered entry process question again. The Naval Academy felt it was necessary to separate the achievement levels of Hispanics and African-Americans from the general applicant population. The institution did not state

that ALL of its entrants were within the top X% of SAT scores. The USNA fact sheet did not provide majority scores for comparison. Such a method of presenting the data suggests that individuals within minority groups may be evaluated strictly within their particular demographic group.

If college SAT scores are separated and compartmentalized by race, and admissions are compartmentalized by race, why should promotion within the organization not be compartmentalized by race—to ensure demographic parity? This technique is called “race-norming,” “within-group scoring” and the “two-list cut off” (Hays-Thomas, 2004, p. 24). The Civil Rights Act of 1991 “...prohibited employers from adjusting or altering scores or from using different cut off scores on employment tests on the basis of race, color, religion, sex, or national origin; such practices ... are now legally forbidden” (Hays-Thomas, 2004, p. 24). While this does not directly correlate with college admissions, “perceptions of unfairness can arise when those selected from the minority group have scores below the scores of some rejected from the majority group” (Hays-Thomas, 2004, p. 24).

There is clearly pressure from senior Navy leadership to increase USNA diversity. This pressure is communicated in some recent statements:

The Chief of Naval Operation, Adm. Gary Roughead announced in Annapolis recently that ‘diversity is our number one priority’ at the Naval Academy. (Fleming, 2009, para. 1)

Admiral Roughead also stated in Senate testimony, “...we hold senior Navy leadership personally accountable for ensuring that we build the most diverse organization possible. (U.S. House of Representatives Committee on Transportation and Infrastructure, 2009, p. 11)

As a result of changing national demographics, the Navy has made increasing the diversity of the officer corps its highest personnel priority. (U.S. Naval Academy, 2009, p. 1)

The emphasis communicated by the Navy leadership, and by the manner in which diversity information is collated, seems to heavily suggest that diversity equals race and gender. This approach conflicts with published USCG diversity policy, which says it is not just about race and gender, but about 23 different diversity dimensions. It is unlikely

that an academic institution can remain dedicated to both racial demographic parity targets AND assert that they are a merit-based institution. To do this requires an argument that merit does determine class makeup, and that, coincidentally, class composition is always closely in line with agency racial representation goals. Again, these systems emphasize ‘what’ an applicant is instead of ‘who’ an applicant is. Lastly, if diversity is the number one priority at the USNA, then merit-based accessions is not. If diversity is the number one USNA priority, it may serve the institution well to incorporate it into the mission statement.

Thus, before the USCG embraces the notion that “the Navy has shown us [USCG] the way...,” it should carefully evaluate how it would like to be perceived by its own members and the public (Grogan, 2009, para. 8). An opportunity exists to turn the politically sensitive issue of diversity on its head, and achieve a diversity win-win for the USCG, the USCGA, Congress, and current and future USCG service members. The potential exists to leap ahead of all the other services in both diversity attainment and diversity psychology. The answer to this USCG problem is not found in the other uniformed services, but in the measured, inclusive policies that the USCG has already published, and in testimony that the USCG has already provided. It is a path that reaffirms the USCG’s merit-based culture with its commitment to fair individual treatment—regardless of ‘what’ someone is.

Congress and USCG leaders have demonstrated by diversity metrics that the term “diversity” is synonymous with race and gender. Therefore, if the USCG is not diverse enough, then the racial composition of the USCG does not satisfy Congress or USCG leadership. If the USCG, which is made up of individuals, is not considered to be diverse, then whatever methodology used to arrive at this conclusion is founded upon the concept that individuals from the same demographic categories cannot be considered to be sufficiently diverse from one another. This invalidates, or at the very least minimizes, all but the USCG’s race and gender diversity dimensions for organizational diversity assessment measurements. Thus, to become diverse, USCG organizational demographics, or its race and gender composition, must change.

However, it is important to remember that the Commandant's diversity policy statement, which is based on 23 different individual diversity dimensions, states that the USCG is a diverse organization.

This logic places value not on individuals, but on racial demographics within the Coast Guard. If the USCG cannot measure diversity on the individual level, it must be measured by demographic attainment targets. If racial parity with national demographics is the desired USCG diversity end-state, and that end-state does not match the current USCG racial composition, then to remedy the USCG's diversification failure, recruiting and promotions must incorporate a demographic component. Thus, end-state attainment of the USCG's and Congress's definition of "diversity" is only possible by managing racial representation in the Coast Guard. Managing the diversity of the USCG workforce cannot be achieved without assigning value to underrepresented persons of a particular race or gender. Assigning values to races and genders must mean that the Coast Guard does not equally value all races and genders. If they were, no value system would be necessary in the first place. The acceptance of this reality is the first step in managing promotions by race.

Since diversity, as demonstrated by Congress, the USCG, and the Navy, is measured in demographic racial attainment levels (which emphasizes two of 23 Coast Guard diversity dimensions), the USCG must not only recruit by race, but for it to effect racial parity across the spectrum of the officer and enlisted corps, it must also promote in a racially conscious manner.

If promotions and accessions were strictly based on merit, racial parity results would not be ensured unless the USCG could credibly argue that accessions/promotion processes based solely on performance and merit would perpetually coincide with racial attainment goals. If that were true, goals and diversity management would not be necessary in the first place.

In addition to topics already discussed in this document, to lend credibility to the assertion that national policy makers consider this diversification methodology acceptable, it is necessary to provide more USCG and Congressional context.

#### 4. Demographic Parity as the Objective

On June 18, 2009, in a legislative committee hearing, Vice Admiral Clifford I. Pearson, the USCG Chief of Staff said the following:

...the Coast Guard recognizes that improving workforce diversity is an imperative. (Pearson, 2009, p. 2)

- This approach challenges the Diversity Policy Statement's assertion that the Coast Guard is diverse and that the USCG regards its members as individuals not as demographic groups.

We will continue to make the necessary corrections to make progress toward achieving a level of workforce diversity that is consistent with national demographic data. (Pearson, 2009, p. 2)

- While race and gender are not the only elements of national demographics in this context, this statement implies that the USCG diversity end-state is targeted to national racial demographic levels and reaffirms the idea that the term 'diversity' really means 'race/gender'. This reality contradicts the USCG's Diversity 101 Web site which states diversity is not just about women and minorities.

The incoming class of 'Coast Guard Scholars'...will be 43% minority and is expected to make a marked improvement to the composition of class 2014. (Pearson, 2009, p. 6)

- Of note in this quote, is the word *improvement*. If the implication is that increased minority representation improves the class, would it not follow that increased majority representation would not be an improvement?

This is how value is assigned to race and not the individual. Furthermore, the idea that race is the metric used to measure success is buttressed by the fact that there is no mention of achievement levels in this group compared to previous ones. It may well be that this group of Coast Guard Scholars has a higher average SAT or GRE score than previous classes, but this is not mentioned. The term *improvement* may, or may not, correlate with *achievement*, but it has been directly correlated to race.

We must continue to do all that we can to make certain that every American is fully aware of the opportunities the Coast Guard has to offer—and that every American has full and equal access to those opportunities if they desire to pursue them. (Pearson, 2009, p. 7)

- This is a mention of traditional merit-based recruiting that is unassailable in its inclusive nature and its individual focus. However, the following question arises: How would adherence to this approach result in USCG demographic parity goals? Unless the USCG is prepared to argue that by simply ensuring all qualified applicants across the racial spectrum are aware of potential opportunities in the USCG, and that this approach alone is sufficient to obtain the demographic parity result—it will not be a successful approach to managing the racial composition of the USCG. It would treat individuals equally and according to merit, but there could be no guarantee of the USCG’s desired demographic end-state.

## **5. Promotions and Assignment by Race Suggested by Policy Makers**

When Congressman Cummings uses the U.S. Navy as an example of effective diversification policy attainment and directs the USCG to “ensure” that its leadership pipeline reflects the nation’s diversity, he is directing the USCG to consider race in the promotion process (Cummings, 2009a, para. 15). This approach to managing diversity is exactly in line with the U.S. Navy’s 2008 Annual Diversity Report, which states that the Navy “...established benchmarks for the 2037 Flag pool...based on the anticipated demographics of society adjusted for anticipated graduates with science and technical degrees” (U.S. House of Representatives Committee on Transportation and Infrastructure, 2009, p. 10). This quote makes it clear that leadership selection would have a racial component designed to ensure a particular “benchmark” outcome in the 2037 Naval Flag pool.

Quasi—guaranteed demographic outcomes in the Naval Flag pool reduce the impact of merit in the promotion processes. In a letter to Army Secretary Pete Geren dated June 24, 2009, Congressman Cummings stated, “...Army diversity is out of balance at the senior leader levels” (Cummings, 2009b, para. 4). He then went on to say:

Secondly, once commissioned, a minority officers' career path must be managed by placing them in high profile developmental jobs within their respective career fields to make them more competitive for advancement. Historically, officers in combat arms career fields dominated the pipeline for promotion to general officer. As the Army has transformed into a more agile force, leader development and promotion potential to the senior ranks must be representative across a broad spectrum of capabilities (Cummings, 2009b, para. 7).

This statement adds another facet to armed service diversification expectations, which is career path management by race. Congressman Cummings suggests that minorities should have career path protection and possibly deferential selection for high profile jobs based on demographic considerations. A promotion process that fosters this type of career progression does necessarily need to prevent an equal employment opportunity dynamic between races and genders. Instead, the best performing members of particular races would be selected for promotion instead of just the most qualified individual—to demonstrate demographic parity at the senior leader level.

Sponsoring a system that does not regard races as equal may potentially result in a negative organizational connotation among its members and potential members. While such practices may be legal, they are not commonly perceived to be morally acceptable. Such a perception is not compatible with the Commandant's Diversity Policy Statement or the USCG core value of Respect. It is not plausible for an organization that ensures designated demographic representation levels from the accession point to the flag corps to assert it is a merit-based. That being the reality, recruiters should be required to inform organizational aspirants that their future promotion potential would be linked to the organization's desired demographic end-state, not necessarily to their performance.

### **C. THE FUTURE**

How then shall the USCG diversify its workforce? What can the USCG do to demonstrate to its own members that it 1) values individual diversity, 2) meets Congressional diversity expectations, 3) adopts national demographic parity targets in accessions and promotions, and 4) remains a merit-based institution? These concepts cannot co-exist in the real world. The answer is that hard choices must be made for the



USCG to serve the taxpayer to the best of its ability. Three options are available to the USCG: 1) continue with the status quo, 2) prioritize race and gender in order to achieve demographic parity, or 3) try something new.

## **1. Status Quo**

Although the diversification of the USCG may not be actualizing at a pace acceptable to either the Chairman of the Committee on Transportation and Infrastructure's Subcommittee on Coast Guard and Marine Transportation or senior USCG leadership, the fact remains that the USCG has changed its demography over the past 15 years in a manner consistent with the initial spirit of the 1994 *Managing Diversity as a Process Study*.

The only option the USCG has at its immediate disposal to attempt to comply with Congressional diversification directions is increased contact and recruiting in diverse populations. A USCG Commandant All Hands Message from 2008 references this type of active recruiting of diversity (U.S. Coast Guard, 2008a, para 6). However, identification of ideal diversity candidates, at best, indirectly correlates to increased USCG diversity attainment. Furthermore, minority pipelines may not be the best method of diversifying the organization. Minority recruiting pipelines "...may improve numbers, but they can limit the amount of cognitive diversity that a firm gets...Lumping people by identity groups has other negative consequences as well. It results in stereotypes and stigmatization" (Page, 2007, p. 364).

When such attention is paid to race and gender as diversity markers, an organization is only achieving "surface-level diversity" (Thomas, Mack & Montagliani, 2004, p. 34). "In contrast, deep-level diversity refers to diversity of thoughts and attitudes. When organizations solely attend to surface diversity, they can incur diversity-related costs; with deep-level diversity, they reap the benefits of diversity" (Thomas, Mack & Montagliani, 2004, p. 34).

Again, the USCG is a volunteer organization. Making contact with exceptional minority candidates for both officer and enlisted accession programs does not mean that these candidates apply to be Coast Guard members. This situation returns the USCG to the realization that the best candidates are the ones that actually self-select into the organization—regardless of demographics.

However, the diverse candidates that do enter the USCG could be managed as members of the “Qualified Pool” as opposed to a national demographic percentage. Charles Moskos described this Army concept in the book *Managing Diversity in the Armed Forces* (1999):

The goals in the Army promotion process are based not on the number of minority members in the Army, but on the number of minority members in the pool of potential promotees to the next higher rank. (p. 18)

...the Army has developed an affirmative action program based on ‘supply’. This contrasts with the ‘demand’—and more typical—version of affirmative action in which goals and quotas are established without prior efforts to enlarge the pool of qualified people. (p. 18)

Thus, the USCG could truly attract the most qualified diverse candidates and then demonstrate its commitment to diversity through managing their career progression along with the progressions of other majority candidates based not on national demographic representation levels, but on the availability (supply) of minorities in the qualified personnel pool. No conflict exists with the organizational value of merit in this concept.

To attract more diverse candidates, the USCG may consider messaging more to the positive than the negative in regards to past demographic concerns. The USCG’s own public statements may also have a negative effect on its ability to attract and recruit the most competitive minority candidates. Consider the following statements:

The Coast Guard is committed to building and sustaining an organizational climate where people of diverse backgrounds, cultures, races, religions, and ethnicities are valued and respected. We are working hard to create access and opportunity within our total workforce regardless of age, gender, physical ability, race, nationality, or religion. (Breckenridge, 2008, p. 2)

...challenges still remain to ensure our Coast Guard is an inclusive service that values and promotes diversity. (U.S. Coast Guard, 2008b, para. 4)

...we must redouble our commitment to creating a more diverse workforce in the Coast Guard. (U.S. Coast Guard, 2008b, para. 6)

Retention and promotion must be improved within the minority workforce...there continues to be a large gap in minority retention at senior levels for officers. (U.S. Coast Guard, 2009b, p. 7)

Unfortunately, each of these quotes, along with previously provided Congressional statements, is publically referenceable, and each paints a poor picture of an organization that actually earned high marks for diversity management as stated in a United States Government Accountability Office (GAO) (2005) report titled *Diversity Management: Expert—Identified Leading Practices and Agency Examples*. This GAO report referenced the USCG as an example of an agency with a top leadership commitment to diversity (p. 8). On the same page, the GAO report then continued to reference a U.S. Department of Commerce and the National Partnership for Reinventing Government report from 2000 titled *Best Practices in Achieving Workforce Diversity* in which "...the Coast Guard was the only federal agency included among organizations that implemented diversity management practices in an exemplary manner."

However, such positive diversity information is difficult to find, and because of the aforementioned negative Congressional, and USCG organizational, perception of USCG diversity, there is increased internal and external pressure to hasten the diversification initiative.

The *United States Coast Guard Diversity Strategic Plan* continues to advocate continued outreach into diverse populations and educational institutions to recruit the most meritorious candidates, with diverse backgrounds (U.S. Coast Guard, 2009b, pp. 12–13). If this strategy is to be considered successful, two necessary outcomes must occur. First, diverse populations must be made aware of their potential USCG opportunities, and second, they must join the Coast Guard. This contacting of diverse, highly competitive, service oriented, individuals that then seek to join the USCG is the best case scenario, and it can then surely be evaluated as a diversification strategy

success. However, if the USCG makes contact with highly competitive, diverse populations and these diverse candidates do not choose to pursue a vocation in the USCG, then this strategy's success hinges on whether or not Congress and USCG senior leaders are satisfied with outreach alone. However, under this approach, organizational diversity can only be affected at the accession point.

Under current law, outreach based on merit is the only realistic option the USCG has to diversify its workforce, because the next strategy discussed would be a bureaucratic impossibility that has the potential to devastate a merit-based accession and promotion system.

## **2. Diversity Based on National Demographics**

Admiral Pearson referenced this concept in his Congressional testimony by stating, "we continue to rely on forecasted national demographic data and racial and ethnicity projections as our guide for measuring our workforce recruiting and retention progress and increasing workforce diversity" (Pearson, 2009, p. 2). In the foreword of the USCG Diversity Strategic Plan, Admiral Allen states that his intent is to "...make the Coast Guard workforce reflective of American society," and states that "...it is imperative that our workforce be reflective of the society we serve" (U.S. Coast Guard, 2009b, p. 5). In this approach, the USCG would seek to take national demographic representation levels and approximate those percentages in USCG accessions and promotions. The obvious strength of this approach is the USCG's ability to meet Congress's diversification goals in a rapid fashion. It also helps the USCG institute the demographically influenced promotion system that Congressman Cummings suggested that the Army pursue. To implement such a policy, the USCG needs to request considerable assistance from the legislative, judicial, and executive branches of government. For the USCG to mirror society's demographic levels, it is essential to make race and gender a major determining factor in who comes into the USCG and how they are then promoted.

Admittedly, problems exist with this approach. The first is that demographics change over time, which comes into play in situations, such as the one referenced between Congressman Cummings and the Army secretary. If it takes three decades to become a general officer (or in the USCG's case, an Admiral), then any potential flag officer pool is based on demographics that are also thirty years old. Thus, the USCG could only manage its diversity attainment levels to national demographics during a particular accession year. After that, if officers and enlisted members of the USCG could freely depart the service at the end of their active duty commitment, diversity levels may, or may not, remain in line with national demographics. The only way to solve this problem is if the USCG also manages which service members are allowed to depart in any given year.

In the demographic parity personnel model, merit must yield to race and gender mandates. It is also necessary for the USCG to adjust current phraseology on its recruiting Web site. The Commandant's Diversity Policy Statement needs to be corrected to communicate the fact that the USCG is not a diverse organization, and the 23 USCG diversity dimensions must be reduced to two primary dimensions of criticality, which is similar to what a Rand Corporation report suggested for the DoD (Lim, Cho, & Curry, 2008, p. xv). This is a significant consideration when evaluating potential impacts such policy changes might have on the public's general perception of how accessions and promotions work in the military. Examples of USCG recruiting information that needs adjustment include:

1. You'll also have the chances for raises and promotions based on merit. (U.S. Coast Guard, n.d., Pay and Benefits, para. 2)
2. The 'whole person' evaluation considers your attitude, professionalism, honesty, respect, language proficiency, weight/physical abilities and work ethic. (U.S. Coast Guard, n.d., para. How Hard is it to Join)
3. You are promoted based on your knowledge of your chosen career field, your performance, time in pay grade, and service requirements. (U.S. Coast Guard, n.d., para. What are Some Benefits of Joining)
4. You choose your career path based on your aptitude, physical abilities, security clearance, motivation, and determination. (U.S. Coast Guard, n.d., para. What are Some Benefits of Joining)

Statement 1 needs to be modified to ensure potential USCG employees understand that merit plays a part in promotions and accessions, but race and gender also play a part in these processes. The concept of race and gender also must be incorporated into the ‘whole person’ concept in statement 2. Statement 3 needs to be modified to ensure that promotions must also be made with the goal of maintaining USCG demographic parity with national demographics. Statement 4 needs to be modified if the USCG were to attempt compliance with Congressman Cummings’s recommendation to the Secretary of the Army in which he states “...once commissioned, a minority officers’ career path must be managed by placing them in high profile developmental jobs within their respective career fields to make them more competitive for advancement” (Cummings, 2009b, para. 7).

Another point that should be considered about the societal equity involved with the national demographic parity approach is that not only can attainment levels of minority workers be specified, but the attainment levels of majority candidates can also be specified. As Scott Page, the author of *The Difference* explains:

However, a commitment to reflectiveness limits our ability to leverage diversity in two ways. First, it leads us to stop adding diversity at an arbitrary point—namely at the level that reflects society...Second, a commitment to reflectiveness makes the composition of every group similar (Page, 2007, p. 368).

For example, if national demographics show minority representation at 35% and majority representation at 65%, then these are the USCG’s demographic entry percentages. The policy itself means that the USCG accepts no more than 35% minority applicants (even if more qualified minority applicants are available). It also ensures that no less than 65% of its workforce is majority candidates (even if it is difficult to find qualified applicants). Slightly more than half of the USCG would be women and the remainder would be men.

Dr. Page’s second point is that if the USCG embraces the idea of reflective diversity (demographic parity) for all of its intra-organizational groups, whether they are officer or enlisted, afloat units or ashore units, engineers or law enforcement, pollution response or vessel inspectors, etc, then all of these reflective groups have the same demographic composition, and thus, are less diverse.

Finally, using the national parity diversification methodology has the potential symbolically to explode in the USCG's face. Diversifying the work force in conjunction with national demographics creates the "other" issue:

The basic questions are how to identify racial categories in an increasingly multiracial society and what the impact of using multiracial (or nonracial) categories will be on various programs used to ensure racial equity in organizational decisions. (Dansby, 2001, p. 321)

If the USCG adopts a racial parity diversity model, it must be prepared to judge racial purity for employment purposes. A category for "multiracial" is needed, as well as a USCG approved percentage of racial composition that mandates placement in the "multiracial" category as opposed to "White," "Black," "Hispanic," or "Asian" categories. If an individual considers him/herself to be white or black, the USCG should be prepared to inform that person that he/she is in fact multiracial, or visa versa, based on government approved racial composition percentage tables.

The real difference between the current USCG diversification outreach initiative and the demographic parity method is that in the latter, national demographic attainment is not a goal, but a policy mandate. Thus, under the current diversification outreach strategy, it is unlikely that the USCG would actually have any control over the demographics of its workforce. Currently, Congressional representatives state that the USCG must diversify, and then the USCG says it has diversity *goals* (that are not enforceable in a volunteer organization with merit-based promotions). This is not to say that demographic parity is not desirable. Parity, as mentioned previously, maintains public confidence in its institutions and facilitates civil-military relationships. However, national demographic parity and volunteer meritocracies do not occur without workforce engineering that prefers one method to the other. Since merit does not correlate to race or gender, it also does not correlate to race and gender shaping of the workforce. Therefore, to attain a workforce that reflects society, merit must be a secondary consideration when accessing and promoting personnel.

If race and gender become qualifications for entry and promotion, and diversity will be managed at all levels of the workforce to ensure the USCG reflects national demographics, a logical policy assumption is that races and genders are not competing against each other for promotion. Instead, members of particular demographic groups are competing internally for open promotion billets (jobs). Merit needs to be considered after diversity levels throughout the organization have been planned. Then, and thus secondarily, merit is assessed. However, merit cannot be allowed to affect the necessary demographic percentages following promotions disproportionately—if it did so, the USCG might not be able to reach its intended national parity diversification level. Essentially, majority candidates are competing against each other, and minority candidates are competing against each other, which means that a separate and unequal promotion system exists. Separate by demographic, unequal by merit.

Demographic parity at accession would result in demographic parity through promotion. Restricting demographic parity to accession requires personnel managers to be cognizant of the notion that leaving promotion processes strictly in the realm of individual competition removes the ability of the USCG to ensure diversity in its workforce beyond the accession point. This is acceptable if national parity is an essential outcome for accessions but not senior leadership, which has already been shown to be an area of interest for Congress in the Army's case.

The National Demographic Parity Strategy, if allowed to devolve into an accession/promotion system with race and gender components, may have the potential to disrupt the USCG identity by stressing the importance, not of meritorious individual and organizational achievement, but of racial identity groups. Psychologically, one could argue that stressing identity groups detracts from the USCG workforce primarily identifying itself as "Coasties first."

To prevent this, members of the USCG must be able to coalesce around "...a common *fundamental* preference" (Page, 2007, p. 11). In other words, they need to coalesce around what makes them the same, and this commonality must be strong enough to overcome identity differences because, "if people disagree about what they're trying to accomplish, they function poorly as a collective" (Page, 2007, p. 11). These



organizational disagreements can originate from “...diverse preferences...” which are “...differences in what we value” (Page, 2007, p. 11), or in other words, “preference diversity leads to squabbles” (Page, 2007, p. 14). The USCG organizational mission should be the overriding fundamental preference of all service members, regardless of identity grouping.

In *Managing Diversity in the Armed Forces* (1999), Bernard Boene follows this thought process:

The obvious weakness of such a course of institutional action is that integration requires service members to subordinate their preferences to the larger whole’s interests, whereas identity groups, while they may not repudiate those larger interests, precisely wish to vindicate their own so that their preferences are recognized as legitimate. (p. 97)

It is highly probable that in a society where the trend toward affirmation of identities comes to dominate politics, levels of aspiration will differ between those groups with a political agenda and those which are satisfied with integration—precisely the kind of difference that has poisoned gender relations in the US military—to such an extent that they may exceed the military’s capacity to use the traditional integrative forces at work in its midst to best effect, and effectiveness may become sub-optimal. (p. 98)

In summary, a demographic parity approach allows the USCG to meet Congressional guidance to become more diverse, and probably facilitates future civil-military relations, but it is exceedingly difficult to manage and it reduces the importance of merit in the accession and promotion system. However, the demographic parity challenge may become even more complicated in the near future.

### **3. Why Limit Demographic Parity to Race or Gender**

Historically, the military and politicians have judged homosexuality to be “...incompatible with military service because it is considered to be contrary to morale, good order and discipline, and cohesion within units...The law reaffirms that military service is not a constitutional right” (Dansby, 2001, p. 320). However, when the following statements from the President of the United States at the Lesbian, Gay, Bisexual, Transgender Pride Month Reception at the White House on June 29, 2009 are

considered, the job of USCG diversity managers may become even more complicated as service members are not only potentially parsed by race and gender, but by sexual orientation.

- We seek an America in which no one feels the pain of discrimination based on who you are or who you love. (White House Press Release, 2009a, para. 19)
- It's not for me to tell you to be patient, any more than it was for others to counsel patience to African Americans who were petitioning for equal rights a half century ago (White House Press Release, 2009a, para. 20)
- I believe 'don't ask, don't tell' doesn't contribute to our national security. In fact, I believe preventing patriotic Americans from serving their country weakens our national security. (White House Press Release, 2009a, para. 26)
- Now, my administration is already working with the Pentagon and members of the House and the Senate on how we'll go about ending this policy [Don't Ask Don't Tell], which will require an act of Congress. (White House Press Release, 2009a, para. 27)
- That's why I've asked the Secretary of Defense and the Chairman of the Joint Chiefs of Staff to develop a plan for how to thoroughly implement a repeal [of Don't Ask Don't Tell]...it is essential to our national security. (White House Press Release, 2009a, para. 28–29)

At the July 17, 2009 NAACP Centennial Convention, the President stated, “on the 45th anniversary of the Civil Rights Act, discrimination cannot stand—not on account of color or gender; how you worship or who you love” (White House Press Release, 2009b, para. 21).

The obvious question generated from statements like these are “if the USCG intends to manage the workforce on national racial demographic data, and sexual orientation is being linked to race, which is a protected status, then why should it not also expect in the future to be directed to manage sexual orientation attainment levels along with religion, gender, national origin, etc.?” The linking of race to sexual orientation in the civil rights realm, and the possible end of Don't Ask Don't Tell should be a warning order for USCG personnel managers to prepare at least a preliminary method of measuring sexual orientation in the ranks. If the President and Congress make practicing homosexuals eligible for military service, they will also want to measure the effects of the replacement legislation—or any legislative policy void.

Should sexual orientation be incorporated into a national demographic parity diversity policy based on mandates, not goals? If so, the task of engineering a 'diverse' workforce becomes a complicated one for personnel managers who are to not only be tasked with managing race and gender demographic parity from junior to senior levels, but are also be expected to have the ranks reflect society's sexual orientations. Much like the "other" issue for demographics, Congress needs to provide the military with legal protections to cope with the fact that there are more than just two sexual orientations in contemporary U.S. society. In this scenario, it is difficult to believe that efficient personnel managers charged with engineering representative workforce strata can use merit as the primary criteria for promotions.

Under a rigid nation demographic parity approach, the more protected statuses are managed from accession to senior leadership, the less merit plays in the promotion process.

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## IV. THE POLICY DILEMMA

How is the USCG to move ahead then? The following questions are relevant under the current policy dilemma, and will only scratch the surface of the overwhelming amount of policy issues that confront USCG leaders.

Is Congress satisfied that the USCG says its *goal* is to diversify? Has not the USCG had a *goal* to diversify since 1994? *Goals* are not mandates; are *goals* good enough to ensure USCG diversification, which the Commandant stated is a readiness issue? Can diversity be managed in a voluntary organization? Will hard and fast diversity attainment levels emphasize race and gender over the concept of USCG unity? Do mandated USCG demographics create an ‘us against them’ group psychology within the ranks? If demographic parity is eventually changed from a goal to a mandate, is the USCG ready to tell possible recruits that their race is relevant in both job selection and promotion processes out of RESPECT (core value) for its future members? By continuing to highlight USCG diversity in a negative manner, do both USCG senior leaders and the U.S. Congress deter the exact, highly competitive, minority candidate, who is absolutely capable of referencing this information on the Internet, from joining in the first place? Will Congress be satisfied with USCG outreach to diverse populations if the outreach fails to change USCG demographics? If USCG demographics fail to change after outreach to diverse communities, what then...does the USCG tell Congress diverse candidates do not want to join its organization? Is it then necessary to create incentives to ensure diverse candidates join the USCG? Are these incentives available to majority candidates in an organization that values individuals? How does the potential assigning of value to race, in a mandated (or highly encouraged) national demographic parity system, further the diversity program’s goals of ensuring members of the USCG workforce do not assign value to race? Is it morally difficult for the USCG to allow recruiting and promotion managers to value race while telling its members not to do the same thing? Should the USCG’s diversity dimensions be reduced from 23 to two?

All of these questions are legitimate and thought provoking. They are also mired in what is known as the “red ocean,” and since 1994, the USCG has been sailing in it.

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## **V. ENTERING DIVERSITY'S BLUE OCEAN**

### **A. EMPHASIZING “DEMOGRAPHIC DIVERSITY” OVER “RESPECT”**

In their book, *Blue Ocean Strategy* (2005), W. Chan Kim and Renee Mauborgne define the red ocean as “...known market space” (p. 4). In a red ocean environment, organizations compete for existing consumer demand. In the USCG's case, it is competing along with the Army, Navy, Air Force, and Marines, for top tier majority AND minority recruits (Sackett & Mavore, 2003, p. 4). In this instance, “demand” consists of the pool of eligible recruits that want to serve in the armed forces and have not yet decided which service to select. Currently, the five uniformed services are restricted to the current demand for their product, which is a potential military career. In the red ocean, organizations “...try to outperform their rivals to grab a greater share of existing demand” (Kim & Mauborgne, 2005, p. 4). The armed services do this through enlistment bonuses, media advertising, the Internet, community interaction, recruiting offices, high school visits, and job fair interactions. Each service is trying to inspire the demand pool to choose its particular product. Each service is also concerned with its diversity attainment levels.

*Blue Ocean Strategy* (2005) is replete with examples of businesses that have emerged from the red ocean and entered what Kim and Mauborgne called the blue ocean, which is defined as “...untapped market space” (p. 4). Blue oceans are created by “...expanding existing industry boundaries...” (p. 5). “In blue oceans, competition is irrelevant because the rules of the game are waiting to be set” (p. 5). Blue oceans occur when an organization, such as the USCG, creates a value in its product that its competitors cannot match. A value proposition creates a blue ocean, or in other words, a USCG product value break-through that creates new consumers of the USCG product. “This new market space...is uncontested” (Kim & Mauborgne, 2005, p. 7). The difference between red oceans and blue oceans is called a “value innovation” (Kim & Mauborgne, 2005, p. 12).

What consistently separated winners from losers in creating blue oceans was their approach to strategy. The companies caught in the red ocean followed a conventional approach, racing to beat the competition by building a defensible position within the existing industry order. The creators of blue oceans, surprisingly, didn't use the competition as their benchmark. Instead, they followed a different strategic logic that we call *value innovation*. Value innovation is the cornerstone of blue ocean strategy. We call it value innovation because instead of focusing on beating the competition, you focus on making the competition irrelevant by creating a leap in value for buyers and your company, thereby opening up new and uncontested market space. (Kim & Mauborgne, 2005, p. 12)

As stated throughout this paper, the USCG needs to diversify and maintain its merit-based promotion system. Recruit accession is the only node where USCG diversity can be affected in the present, and the accession node directly shapes future USCG demographics as the recruits become senior leaders over time. Can the USCG create value in its recruiting and promotion processes that could propel it ahead of the other armed services in terms of recruiting highly competitive diverse applicants? The answer is yes, but the USCG must leave behind the red ocean (surface diversity) and seek the blue (deep diversity).

## **B. THE CURRENT USCG RED OCEAN CONSTRUCT**

The current USCG diversification status message is that it is laboring to promote workforce diversity. It does this in competition with other DoD and DHS organizations that are also trying to attract quality minority recruits.

## **C. BLUE OCEAN CONCEPT (VALUE INNOVATION)**

The USCG is not working to diversify the organization, because in many ways, its diversification has been successful—when emphasis is placed on the individual who seeks to serve his/her nation honorably, and diversity is evaluated with the 23 dimensions the USCG published, the organization must be considered to be diverse. The USCG now evolves beyond the concept of race and gender diversity and into something much more inclusive—the previously mentioned “deep diversity” that leads to diversity of cognition, not just demographics.



## **1. Potential USCG Diversity Message**

The USCG core values are Honor, Respect, and Devotion to Duty. The USCG is an organization that has internalized the core value of Respect through its previous diversity initiatives. The USCG values all individuals that volunteer to support and defend the Constitution and the United States. Without regard to demography, all accessions are valued as individuals and evaluated according to merit alone. The USCG values the content of a recruit's character much more than the color of his/her skin. The USCG is then an organization devoid of racial preferences or discrimination because the USCG is focused on the value of individuals not races.

The USCG should communicate to potential recruits through its Web site and through the national media, that it has ceased stressing the differences between race and gender and is instead stressing unity of mission and the value of service. The key element is the cessation of any perceived racial preferences or sub group distinctions that may have accompanied the previous diversity initiative concept. The message must ensure both minority and majority candidates that they are to be treated fairly as individuals, by their performance and merit, regardless of skin color—because the USCG respects its members enough not to need a special program like 'diversity' to manage racial attainment levels in its workforce.

## 2. The Value Innovation Diagram

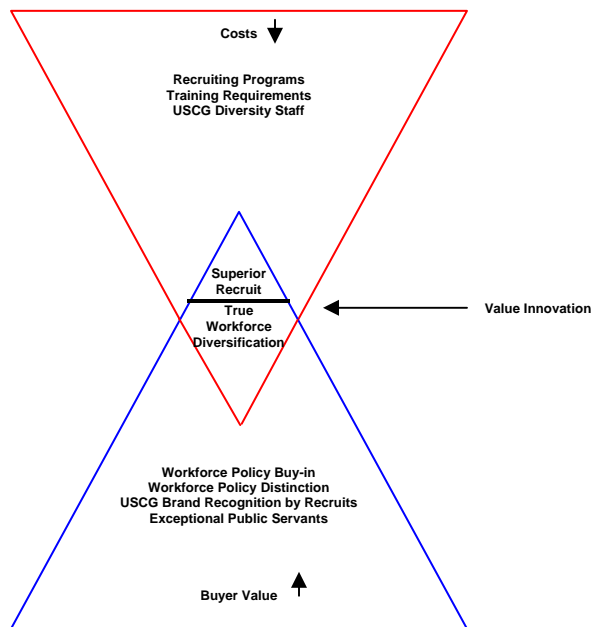


Figure 5. Four Actions Framework (From: Kim & Mauborgne, 2005, p. 16)

The actual value innovation is contained in the space where costs and buyer value overlap. In the USCG’s case, the cost of this “Respect Paradigm” is minimal, but its potential inspirational effect on diverse candidates, and the acceptance it can garner from majority candidates, results in significant buyer value. The concepts are more fully discussed in the following section.

### D. THE VISION

The USCG can create new interest in the organization by moving beyond the standard DoD and DHS obsession with workforce diversification and create a truly new HLS environment where differences are not stressed nearly as much as unity of purpose and the importance of patriotic service to the nation. It should project the idea that a Coast Guardian’s “... demographic characteristics are of little importance in the military, which values honor, leadership, self-sacrifice, courage, and integrity—qualities that cannot be quantified,” and these qualities have no correlation to specific races or genders

(Watkins & Sherk, 2008, p. 1). That is the Blue Ocean concept—the USCG is so inclusive, so beyond a preoccupation with the diversity concerns of other government organizations, that it can afford to focus on the truly relevant, mission essential tasks that it needs to fulfill. This approach is then hopefully attractive to all Americans who wish to be judged by performance and not their demographic. This promise of a merit-based organization can appeal to a large, diverse cross section of citizens who truly want to move beyond the societal grievances of the past. The intent of this message is to inspire highly competitive members of diverse populations, who previously did not identify with the potential uniformed services recruit pool, to choose the USCG over other armed services, colleges, or businesses conducting either racially influenced or incentivized, recruiting and promotion programs. The USCG can stake out a moral high ground in which it states that, in its organization, individuals are treated equally according to merit alone. Highly competitive members of diverse populations, who may resent the idea that special programs (Diversity) are needed to ensure they have the potential to compete positively against majority candidates, should gravitate to this message. That is the new market space—and it should resonate with leaders in the minority community. No matter your demographic, your HONORABLE service, and your DEVOTION TO DUTY can necessarily result in an intra, and extra, organizational RESPECT for your achievements and for you as an individual—regardless of your race. There is no need for mandated racial attainment levels. There is no need for the USCG to stress the differences continually between members of its workforce. There is only the concept of RESPECT for each other as individuals and dedication to the over-arching USCG mission. This message is inclusive, and all members can be assured that everyone in the organization deserves to be there. The “Respect Paradigm” philosophy also generates non-subgroup influenced esteem and professional regard between USCG service members. It is relatively easy to take the position that it is not acceptable to discriminate against any race—ever—which is what racially influenced entry and promotion systems do, but it is much more difficult to argue against a policy of ensuring respect for all individuals who are meritoriously selected to serve their country and who are meritoriously promoted within their organization. Another strength of the Respect Paradigm is that is not just a

continuation of past USCG efforts that have failed to satisfactorily diversify the organization demographically. It is a new, and fresh, philosophical approach to an existing organizational challenge, which falls under the recruiting practice of “doing differently.”

In the executive summary of the book, *Attitudes, Aptitudes, and Aspirations of American Youth: Implications for Military Recruiting*, a section titled “Overarching Recommendations” says:

Two classes of factors appear to be linked to recruiting outcomes. The first class involves “doing more,” meaning investing more resources in traditional recruiting activities. The second class involves “doing differently,” meaning engaging in new recruiting activities or modifying the way traditional activities are carried out. (Sackett & Mavor (Eds.), 2003, p. 7)

If the policies the USCG has pursued in the past have not resulted in satisfactory results, the organization really has nothing to lose by trying something new.

If the USCG pursues the Respect Paradigm, it then follows that any argument for mandated racial parity must come from outside the organization. It is also important for the USCG to lessen its emphasis on demographic *goals*. What good is a goal if it is not met? How responsible is it for an organization to say it has a *goal* to diversify its workforce when accessions and promotions are presumably based on merit? This approach cuts into the argument that races are not equally meritorious because accession and promotion systems must be controlled to ensure a particular demographic result. The assumption is that the demographic result of merit-based promotions or accessions are not acceptable to policymakers without such control. Any insistence on organizational demographic engineering negates any organization’s assertions that it believes races compete equally. Such a position is unworthy of the Coast Guard.

“A strategy canvas is both a diagnostic and an action framework for building a compelling blue ocean strategy” (Kim & Mauborgne, 2005, p. 25). It is “...an analytical framework that is central to value innovation and the creation of blue oceans” (Kim & Mauborgne, 2005, p. 25). In this case, the strategy canvas displays what happens if the USCG refocuses its emphasis from demographic differences to individual value based on

merit and a focus on the USCG mission. Specifically, though, what does the USCG need to Reduce, Eliminate, Create, and Raise for the value innovation to affect the organization?

<p style="text-align: center;"><b>Reduce</b></p> <ul style="list-style-type: none"> <li>- Perception the USCG is not sufficiently diverse</li> <li>- The stressing of demographic differences between service members</li> <li>- Diversity training requirements</li> </ul>	<p style="text-align: center;"><b>Create</b></p> <ul style="list-style-type: none"> <li>- The public perception that the USCG has moved beyond artificial workforce shaping diversity initiatives and into the realm of intrinsic individual worth based on performance.</li> <li>- A service based on commonality of mission</li> </ul>
<p style="text-align: center;"><b>Eliminate</b></p> <ul style="list-style-type: none"> <li>- The idea that diversity = race and gender attainment numbers</li> <li>- The perception of unequal treatment</li> <li>- The perception of racial or gender discrimination and/or preferences</li> </ul>	<p style="text-align: center;"><b>Raise</b></p> <ul style="list-style-type: none"> <li>- Perceived value of individual recruit quality</li> <li>- Patriotic motivation for USCG enlistment</li> <li>- USCG brand recognition with potential recruits</li> <li>- Emphasis on core value of respect</li> <li>- Deep Diversity</li> </ul>

Table 2. Four Actions Framework (From: Kim & Mauborgne, 2005, p. 29)

If the USCG actively pursues the objectives in the four actions framework and produces a visual representation of the current diversity program and the proposed Respect Paradigm and their effects on both recruiting and workforce buy-in, it can resemble the USCG Respect Paradigm vs. Current Diversity Initiative diagram.

It is important to note that this diagram is a strictly qualitative representation of the two policies. Its strength is the visual message it conveys to policy makers and USCG leaders. The method used to measure the Respect Paradigm's effects on the organization is internal polling of the criteria that apply to current USCG members to determine if it is preferred over the status quo, as well as polling in the recruit population to determine if

USCG messaging is positively affecting propensity to enlist, and of course, the ultimate measurement of the Respect Paradigm’s success is if it positively affects USCG diversity levels.

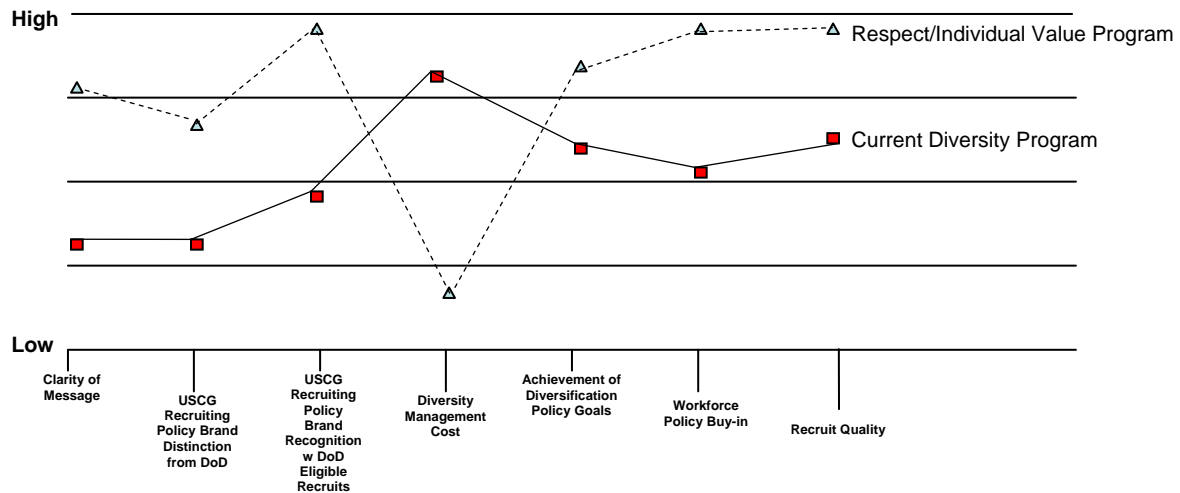


Figure 6. USCG Respect Paradigm vs. Current Diversity Initiative

Although the diagram is entirely subjective, it makes a compelling visual case for adopting the Respect Paradigm. However, how exactly do the criteria come into play? Each program’s relative placement on this scale is explained in its respective criteria sections.

### 1. Clarity of Message

Instead of the current vacillation between the USCG’s commitment to individual worth, while at the same time suggesting that the USCG does not have enough of “brand X” (which begins the slippery slope of treating individuals differently depending on which demographic they represent), the post-diversity Respect approach is clear in its message. “The USCG only takes the most dedicated and meritorious individuals into its ranks. Once you are a member of the organization, you will be respected for your performance and honored for your role as a contributor to our mutual Homeland Security. The USCG values people, not races. We don’t care what you are—we care who you are.”

This message can hopefully be embraced not only by current service members, but also by the exact diverse individuals the USCG wants in its ranks. High performing minority applicants can then respect the ideal of equality as put forth by the Coast Guard. It is certainly more inspiring than the distilled statements of the USCG senior leadership and members of Congress whose basic implication to USCG service members and potential recruits is “we need more women and minorities in the Coast Guard.” To reflect national demographics, the previous statement is true, but is it inspirational to current USCG service members—or to potential applicants? Does it do anything other than divide the force along racial lines? Conversely, communicating the ideal of rewarding merit in accessions and promotions is easily understood, and it is, in fact, already internalized in the USCG workforce—and presumably in the spirit of those who would wish to join it to serve their country and protect the homeland. It is what equal opportunity actually represents.

This messaging follows recruiting recommendations in the book *Attitudes, Aptitudes, and Aspirations of American Youth* (2003), which recommends a:

...balance between a focus on the extrinsic rewards of military service (e.g., funds for college) and intrinsic rewards, including duty to country and achieving purpose and meaning in a career. While many youths are responsive to an extrinsic focus, an additional segment of the youth population sees intrinsic factors as the primary appeal of military service. (Sackett & Mavor (Eds.), 2003, p. 8)

This National Research Council publication further recommends, “advertising strategies should increase the weight given to the intrinsic benefits of military service” (Sackett & Mavor (Eds.), 2003, p. 271).

## **2. Distinguishability of USCG Message from DoD**

Two related portions of the book, *Attitudes, Aptitudes, and Aspirations of American Youth* (2003), apply to this topic:

While the proportion of youth with a propensity toward the military has decreased, those with a strong positive propensity are highly likely to actually enlist. One possible role for advertising is to help reinforce the

current level of propensity among those already highly predisposed to enlist. Another is for differentiation among the Services, as they compete for individuals with positive propensity for military service in general.

However...the military cannot meet its enlistment goals by directing recruiting efforts only toward youth with a positive propensity. Indeed, a very sizable proportion of military enlistments (46 percent) now come from individuals with prior negative propensity. Thus another role for advertising is to provide information concerning the role that military service plays in protecting and furthering the goals of society. If successful, this could serve the purpose of increasing the number of you with a taste for military service. (Sackett & Mavor (Eds.), 2003, p. 270)

Instead of stressing the value of organizational members' differences, the USCG should stress the concept of its 'evolution beyond diversity'. Organizations that self-regulate along diversity lines are subliminally communicating the notion that they have a diversity problem. If an organization is in full compliance with equal opportunity and affirmative action laws, can it still have a problem with diversity? If the USCG has a problem with diversity—does that mean it has a problem with its core values of Honor, Respect, and Devotion to Duty? If the implication from Congress or senior USCG leaders is that the USCG is not diverse because it is refusing to admit or promote members because of their race, then that is illegal and it violates all three of the USCG core values. If that is the reality, the USCG has a legal problem and not a workforce management problem.

Instead of insisting that demographic diversity is USCG strength, like DoD uniformed services, the USCG could distinguish itself by reinforcing the concept that skin color and gender are not qualifications. Instead, return to the notion of color-blind individual worth. Stress the ideals of unity, not diversity. Stress commonalities, such as mission, service, honor, and duty. According to the author, "while other services stress diversity and their internal differences as strengths, in the USCG we strive to unify our team around the core values of Honor, Respect, and Devotion to Duty. If you enter the USCG, you are not male or female, you are not white, black, or brown—you are blue. In our service we seek to recognize you for what you have accomplished and who you are...not what you are. We would be honored if you choose to serve your fellow citizens with us—The Nation's Shield of Freedom."



By reaching into the blue ocean of colorblind organizational unity, the USCG may propel its brand recognition not only to existing eligible recruits, but to those who have not previously considered joining a uniformed service. This brand recognition can also break the service out of its advertising rut. The 1999 *Youth Attitude Tracking Study* states that out of all the uniformed services, from 1993 to 1999, “recall was lowest for Coast Guard advertising” (Defense Manpower Data Center, 2000, pp. 5–9). The distinctive approach to inclusive diversity in the Respect Paradigm is not only an excellent way to create USCG brand recognition, but it may help to negate disadvantages inherent in the differing advertising budgets of DoD and the Coast Guard.

By following the Respect Paradigm, the USCG might not only attract personnel with a high propensity to enlist by stressing intrinsic reasons for becoming part of the organization, but it might also generate interest in personnel with a previous negative propensity for enlistment. This is important in the future as communicated in *Attitudes, Aptitudes, and Aspirations of American Youth* (2003), which states, “the decline in the proportion of youth with a positive propensity suggests that the military cannot rely solely on attempting to increase yield in this market but must also devote efforts to changing propensity among those with a negative one” (Sackett & Mavor (Eds.), 2003, p. 271).

### **3. Distinguishability of USCG Recruiting Policy Brand**

As stated above, the USCG should stress unity and the respect that minority applicants can encounter in the USCG over DoD services through an emphasis on colorblind recognition of achievement and true minority inclusion into the ranks through merit-based performance. Every time a potential recruit from a diverse population hears a DoD recruiting ad that stresses diversity in its organization, the recruit should think, “in the USCG, we don’t care what you are, we care who you are.” This approach may undercut the effectiveness of other services that emphasize their diversity programs in future recruitment efforts. It is also a very positive and optimistic message for a diverse recruit to conceptualize. It also highlights in their mind the notion that any service that recruits with a diversity message is already dividing their workforce into sub-groups,

while the USCG seeks to unify all of its service members and make them identify as “Coast Guardians First.” Currently, if diverse populations are not seeking entry into the USCG because they do not expect to be treated equally, this approach may help with recruitment—and USCG brand identification. It is also a concept that is widely acceptable to both minority and majority members of society because it makes no mention of special treatment for specific demographics.

*Attitudes, Aptitudes, and Aspirations of American Youth* (2003), asserts that the propensity to enter military service is influenced by whether or not a belief exists that the military, among other things, provides equal opportunities for minorities (Sackett & Mavore (Eds.), p. 203). In fact, this publication further recommended, “advertising campaigns and other messages to increase propensity should be based on sound empirical evidence that identifies the belief to be targeted” (Sackett & Mavor (Eds.), 2003, p. 268). *Attitudes, Aptitudes, and Aspirations of American Youth* also analyzed data from the *Youth Attitude Tracking Study* and the results of this analysis “...suggest that intrinsic incentives (e.g., duty to country, ability to stay close to one’s family, equal opportunity for women and minorities) may be at least as important, if not more important, than extrinsic incentives (e.g., pay, money for education) as determinants of propensity” (Sackett & Mavor (Eds.), 2003, p. 269).

#### **4. Diversity Management Cost**

In the long run, managing multiple intersecting diversity initiatives as previously mentioned in this thesis can become time consuming, costly, and intrusive. When merit and USCG core values are stressed over workforce diversity management, individuals are the focus of the personnel system, and individuals can be promoted on merit. Thus, an overarching workforce-engineering department is not necessary to ensure USCG demographic levels represent society from accession to flag level.

#### **5. Realization of Diversity Policy Goals**

If the focus of USCG diversity is the individual, then individual merit must be the basis for entry and promotion. This system is more easily justified, when value is not assigned to demographics. If an organization is perceived to value someone’s skin color

as more or less desirable than someone else's (to balance out a personnel spreadsheet and make it approximate national demographics), how can it then tell its members that it is wrong to assign value to race? If an organization says to its members that it needs more purple people in it, does not purple skin then become a qualification that personnel managers directly or indirectly recognize in accessions or promotions? Is it realistic to believe that such an approach would focus an organization's members on unifying concepts or highlight divisive ones? Diversity is a worthy and honorable cause, and the manner in which it is fielded in an organization's workforce is critical to achieving success. If the USCG focuses diversity squarely on the individual, it is much more inclusive than if it were to focus on race. Any opposing argument necessarily needs to justify how individuals of the same race cannot be considered to be diverse from one another. Valuing individuals is honorable. Valuing races breaks with the Constitutional guarantee of equality, if not by law, then by spirit.

## **6. USCG Workforce Buy-In**

The USCG supports the current USCG diversity policy, and the USCG supports the Commandant's desire to encourage diversification. The Respect Paradigm's clear emphasis on valuing individuals and not groups can be embraced by the USCG. It is a concept that does not require judicious governance of thought to avoid any accusation of "failing to support USCG diversity" because it is not based in racial politics. "We want you for who you are, not what you are." Such a concept cannot be maligned, it is wholly inclusive, and it is based on individual achievement. Ingraining the notion that USCG diversification is inclusive, and not just for minorities and women, reduces the backlash potential in the dominant group. As Riccucci states in *Managing Diversity in Public Sector Workforces* (2002):

... managers and workers must also understand that models of diversity are based on inclusion, not exclusion. Diversity programs do not seek to displace white males but rather to prepare workers and managers to work in a heterogeneous environment in which everyone can compete equally...  
(p. 53)

Thus government employers in particular are challenged to frame the issue of diversity in a positive and inclusive way that creates an environment in which diversity is truly valued rather than begrudgingly pursued. (p. 54)

## **7. Recruit Quality**

A Rand National Defense Research Institute Report prepared for the Office of the Secretary of Defense in 2009; titled *Military Enlistment of Hispanic Youth*, put forth a policy implication to address insufficient Hispanic representation in the Department of Defense.

A disproportionate percentage of the lower-aptitude Army recruits are black or Hispanic. We found that lower-aptitude minorities have better retention than higher-aptitude white recruits, all else being equal. An implication of our analysis is that the armed services, while avoiding overt discrimination, should develop recruiting incentives attractive to Hispanics and blacks.

In the longer term, the analysis suggests that identifying and targeting the most motivated of the least-qualified group of Hispanics is a good approach, and is consistent with current efforts like the Army's Tier Two Attrition Screen program. For the most-qualified group, the military must find ways to compete with excellent civilian opportunities. (Asch, Buck, Klerman, Kleykamp, & Loughran, 2009, p. xxii)

Hopefully, neither the Army nor the Coast Guard will engage in this type of recruiting. "Targeting the least qualified..." should not be viewed as acceptable policy when the expectation of recruits is to support and defend the Constitution of the United States against all enemies, foreign and domestic.

The Respect Paradigm approach communicates the concept of true inclusion to diverse applicants. Instead of communicating to minority applicants that they are needed in the USCG because of their skin color, which at least some minority applicants must find to be insulting, highly qualified members of diverse populations should be encouraged to join the USCG because they are not different from its existing members.

The USCG should be careful with the message it is sending to diverse recruits. Put another way, the USCG is reaching ever deeper into diverse populations in certain schools and neighborhoods to recruit highly qualified potential enlistees or academy applicants. Caution should be employed in managing the message that this activity

communicates. In *The Difference* (2007), Scott Page asserts that minority recruiting pipelines may improve demographic representation, but in the end, “the greater identity diversity gained through the pipeline could be more than offset by the hires’ lack of experiential, demographic, or training diversity” (p. 364). He further states that minority-recruiting pipelines lump individuals into identity groups, can actually hurt an organization’s cognitive diversity, and have the potential to result in stereotypes and stigmatization (Page, 2007, p. 364).

There is another reason that this type of recruiting may have unintended effects on its target demographic. The policy of focusing on minority recruits specifically because they are minorities may result in poorer performance on entry assessment (tests).

The book *Self and Social Identity* put forward the notion that psychological consequences of social stigma inflicted on certain identity groups devalues members of that group. The psychological consequences of these stigmas manifest in particular *situations* “...as a function of the meaning that situation has for people with valued and devalued identities” (Crocker & Quinn, 2004, p. 124). Chapter VI, titled Psychological Consequences of Devalued Identities, argues it is important to recognize “...the power of the situation to affect self esteem, performance on standardized tests, and other psychological experiences and behavior” (Crocker & Quinn, 2004, p. 125). For example:

Steele and Aronson (1995) gave African Americans and European Americans a standardized test, which was described as nondiagnostic for all participants. Immediately before the test, participants answered several demographic questions. For half of the participants, the final demographic question concerned their race, whereas for the other half of the participants this question was omitted. With just this small change in the situation, this subtle reminder of identity, the African Americans performed worse than the European Americans. (Crocker & Quinn, 2004, p. 135)

Crocker and Quinn further observe, “...stigmatized individuals seem to be aware of prejudice against people with their social identity” (Crocker & Quinn, 2004, pp. 126–127). This assertion, combined with a situation in which the USCG is singling out individuals because of their demographic qualities for accession evaluation, may lend itself to a less than optimum environment for potential recruits to demonstrate their test taking skills. In effect, emphasis on *minority recruiting* programs may further “...

demonstrate that it is not immutable differences in ability, but rather something about the testing situation, in this case the threat of one's ability being judged, that affects group differences in performance" (Crocker & Quinn, 2004, p. 135). In effect, both the recruits and the USCG know that race is the emphasis of minority recruiting programs, and the psychological *situation* this dynamic constructs may unnecessarily limit the candidates' competitive performance in the accession process.

Since such extensive outreach is not done for all populations, this targeted approach to recruiting is clearly driven by the demographics of the recruit population and not the internal characteristics of the individual recruit. This may result in a message of "the USCG needs you because of what you are, not who you are," which is not based on individual merit and could lead to future workforce issues. It would seem to be inconsistent with the proposed concept of the Respect Paradigm.

Instead, the recruiting message of "we want you for who you are, not what you are," may result in diverse applicants' respect for an organization that promises equality instead of special consideration. This might yield a higher level of recruiter visits from highly qualified diverse applicants who would prefer to be judged strictly by their merit. This approach may also aide the service in recruiting both majority and minority candidates with volunteer service motivations most in line with the USCG core values.

## **VI. CONCLUSION**

Managing USCG workforce diversity in the future promises to be an extremely delicate undertaking. Recent statements on the subject from the U.S. Supreme Court, the Congress, The President, and USCG senior leadership allude to the complexity of this endeavor.

The USCG has three main options presented in this publication: a) no change in the diversity initiative, b) an active National Demographic Parity recruiting and accessions program based on goals or mandates, or c) the proposed Respect Paradigm initiative.

The current state of affairs does not seem to be acceptable to Congressional leaders or USCG senior leadership who agree that the USCG is not sufficiently diverse, demographically.

Actively enforcing demographic parity in a volunteer organization is virtually impossible at any point other than accession. Furthermore, a demographic parity approach has the potential of restricting merit-based competition in accessions and promotions within particular races (and in some instances gender, and possibly in the future—sexual orientation). Mandated national parity should also necessitate action on the part of the USCG to inform its current members and its aspirants that their entry and promotion within the organization is determined in part on their demographic characteristics.

Finally, the Respect Paradigm reaffirms the USCG's commitment to merit-based accession and promotions and returns the concept of diversity back to the individual. USCG service members easily understand it. It is based on existing USCG diversity doctrine. It is an inspiring message to convey to both entrants and current Coast Guardians, and it alleviates the need to engineer the workforce along racial and gender lines since merit and performance are the basis of promotion. Under this approach, the

USCG would have no difficulty stating it is ready to meet the mission requirements of the 21st century, because it accesses and promotes the best and brightest in its ranks. Leaders in the Coast Guard should embrace this option.



## APPENDIX A.



THE COMMANDANT OF THE UNITED STATES COAST GUARD  
WASHINGTON, D.C. 20583-0001

### DIVERSITY POLICY STATEMENT

Diversity is not a program or policy – it is a state of being. Diversity sparks innovation and incorporates fresh approaches. It provides well-rounded perspectives in problem solving that let us identify better ways of performing the duties entrusted to us by our government and fellow citizens.

The Coast Guard is a diverse workforce. Our mission success and our core values require us to ensure our work environment enhances the potential and contribution of all employees by promoting inclusion, equity and respect.

Each of you, regardless of who you are or where you sit in the organization, plays a key role in the success of the Coast Guard. You are our greatest strength. Your creativity, commitment, experience and collaboration make the difference between getting results, and just doing a job.

Mission execution, reputation, leadership and culture are defined primarily by the abilities and performance of our people. Active duty, reserve, civilian and auxiliary, your commitment to excellence is apparent every day, in every mission, across the country, around the world, against all threats, and all hazards.

I am personally committed to ensuring our Coast Guard provides an environment that values and embraces the contributions and potential of every member of our diverse workforce. Our core values of Honor, Respect and Devotion to Duty are fundamental to our individual and collective success. Live them every day.



THAD W. ALLEN  
Admiral, U.S. Coast Guard

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## **APPENDIX B.**

### **INTERNATIONAL DIVERSITY PROGRAM COMPARISON**

Information Below Obtained Prior to 16 Mar 09

#### **Executive Summary:**

The U.S. Coast Guard (USCG) Commandant believes that the USCG diversity initiative is critical in order to carry out future USCG homeland security missions. This argument is bolstered by the existence of diversity initiatives in other nations that share the U.S.'s democratic and economic heritage, and the Commandant's assertion that diversity improves customer service and workforce productivity.

Specifically, the Coast Guards of Australia, Canada, and the United Kingdom all have current workforce diversification initiatives. While each initiative is unique, what is evaluated in this paper is the availability, and quality, of diversity information that is available to potential recruits as they review agency Web sites.

The specific criteria used to benchmark foreign Coast Guards are:

1. Does the agency define its concept of diversity?
2. Is the value that the agency places on diversity explained?
3. Does the agency provide examples of diversity initiatives?
4. Is diversity linked to race and/or gender?
5. Is the concept of diversity prominent in the recruiting message?
6. Is current demographic workforce data easily accessible?
7. Are specific measured benefits of agency diversification specified?
8. Is diversity information readily available on agency Web site?
9. Is the diversity policy linked to established law?
10. Is the diversity end-state specified?

Highlights of the benchmarking process are the following:

1. All organization web sites provide diversity initiatives that are linked to race and gender.
2. Only the United Kingdom and Australia clearly incorporated diversity into the recruiting Web site.
3. Only Canada readily provided current demographic data in a manner that would be easily accessible by a third party reviewing the agency's recruiting Web site.
4. No agency had metrics in place to measure a benefit of diversity in the workforce.

This agency comparison raises several points:

It is reasonable to believe that the availability of diversity information and goals on an agency's recruiting Web site clearly communicate an organization's commitment to diversification initiatives. This commitment may translate indirectly to a more diverse applicant pool.

Diversification initiatives should have a published end-state in order to evaluate their success or failure and to give personnel planners clear policy guidance.

Metrics that could be used to justify diversity initiatives are not incorporated into agency Web sites. In order to move beyond the faith in the assertion that diversity is critical to an organization's present or future success, and into the certitude that diversification 'is' a success in an organization—it is critical to find methods of measuring the benefits of workforce diversification.

Mid-century workforce demographic concerns in the United States that helped bring about legislation like the 1964 Civil Rights Act, which was followed by Affirmative Action and Equal Employment Opportunity initiatives in both government and the private sector are giving way to a broader, more inclusive workforce planning philosophy. Recently, the concept of workforce diversity has come to the forefront of government & private employment concerns. The United States Coast Guard (USCG) began its formal workforce diversification initiative in the mid nineteen nineties with a study entitled *Managing Diversity: As a Process Study*. Since that time, the USCG has continued to diversify its ranks in both a gender and racial manner.

Admiral Thad Allen, the Commandant of the USCG, has provided the organization with a diversity policy memo that states:

Diversity is not a program or policy—it is a state of being. Diversity sparks innovation and incorporates fresh approaches. It provides well-rounded perspectives in problem solving that let us identify better ways of performing the duties entrusted to us by our government and fellow citizens. (U.S. Coast Guard, n.d., Diversity Policy Statement, para.1)

What is key here is that the Commandant considers the further diversification of the USCG as essential to its ability to continue to serve the U.S. citizenry and international customers of the future. This is indicated in a statement issued in a USCG all hands message:

Diversity is a concept that extends far beyond the traditional legal notions of equal opportunity and civil rights. Diversity is really the broad representation of culture, religion, values, ethnicity, gender, education, life experience, professional qualification, and the other many things that make us unique as individuals. As I noted in my remarks at NNOA inclusion of diverse individuals and viewpoints produces better decisions and action in organizations. I really see diversity as a readiness issue that all of our senior leaders and unit commanding officers must consider as one of the keys to effective mission execution. (U.S. Coast Guard, 2008a, para. 3)

The USCG diversification process that began in 1994 will continue into the future.

Certain questions arise, however, in the projected end-state of this diversification initiative. While the Commandant's statement leaves no room for doubt that this initiative will receive the full faith and backing of the USCG senior leadership, two questions arise from this policy. First, what is the end-state of USCG diversity program, and second, how are potential entrants in to the USCG made aware of the USCG's diversity policy?

In order to lend credibility to the assertion that the USCG diversity program is critical to serving the public in the most efficient manner, it may be helpful to identify foreign governments that are pursuing similar programs. In this instance, one selected case comparison is the United Kingdom's (U.K.) Maritime and Coastguard Agency (MCA), which is a component of the U.K.'s Department for Transport (DfT). A second

comparative agency is the Canadian Coast Guard (CCG), which is a component of Fisheries and Oceans Canada (DFO). The third comparator agency is the Australian Navy, a component of the Australian Defence Force (ADF), which carries out that country's Coast Guard function. These nations were selected because of the comparable legal, political, operational, threat environments they share with the United States.

The criteria used to benchmark these agencies against the USCG will be topical in nature and geared toward the readily available diversity information that a potential recruit could find on a particular agency's Web site. An agency's webWsite alone is the focus in this examination of available diversity information because this is where an uninformed third-party recruit will obtain the great majority of the information that goes into the decision of whether to enlist. It is here in the Web site that the argument for diversity must be made—and the positive results of diversity displayed. It is not important whether or not additional organizational demographic or diversity information is available in an agency's archive that could realistically be referenced only by an experienced agency member, because the recruit is unrefined, and probably not equipped to know key search terms that would yield desired information.

The specific comparison criteria are:

1. Does the agency define its concept of diversity?
2. Is the value that the agency places on diversity explained?
3. Does the agency provide examples of diversity initiatives?
4. Is diversity linked to race and/or gender?
5. Is the concept of diversity prominent in the recruiting message?
6. Is current demographic workforce data easily accessible?
7. Are specific measured benefits of agency diversification specified?
8. Is diversity information readily available on agency Web site?
9. Is the diversity policy linked to established law?
10. Is the diversity end-state specified?

In order to establish the baseline for comparison, the USCG will be the first agency to be evaluated. The web initiation point is [www.uscg.mil](http://www.uscg.mil). When the term "diversity" is then entered into the web site's search function, the generated results link to

the USCG's Diversity Staff (CG-12B). On this page, baseline diversity information is accessible to the public. This information includes the Commandant's Diversity Policy Statement, a Commandant diversity message on video, and a link to further official USCG policy information concerning the concept of diversity. The site defines USCG diversity as:

Diversity is variety. It includes all the characteristics, experiences, and differences of each individual. Diversity can be identified as physical characteristics such as skin color and gender, or it may be differences in culture, skills, education, personality type, or upbringing. Each of these traits brings their own perspective and skills to the workplace. (U.S. Coast Guard, 2009c, para. 1)

The value of organizational diversity is explained in the following quote from the sight:

A diverse workforce provides a variety of perspectives and talents that will enhance the workplace. A diverse workforce allows an organization to capitalize on these strengths and become stronger and more capable.

In order to maximize its effectiveness and efficiency, the Coast Guard needs the best possible people to work as a team. If a group is excluded, the Coast Guard loses the skills and talents of members of that group, which reduces the potential quality of the organization. An inclusive work environment is also critical.

To work at its best, a team needs to trust and respect each other. If a member feels excluded or marginalized, he/she is less inclined to work with the team, trust the other members, or add input. This becomes especially dangerous when people notice a safety concern, but they don't feel like they can speak up. Additionally, targeted individuals are more likely to leave the Coast Guard, which results in a loss of training, talent, and experience. (U.S. Coast Guard, 2009c, para. 4–6)

Both of these excerpts hint at why the Commandant asserts that diversity is a readiness issue. In the text, diversity is described as a personnel policy that is designed to add value or intrinsic worth to that which makes agency members different from one another. Through the USCG's diversity value statement, one should determine that the concept of respecting peoples' differences in the workforce is beneficial to workplace performance, reduces turnover, and potentially adds to the overall safety standard of the organization.

One potentially important thing about this USCG Web site is its insistence that diversity is not just for women and minorities. It goes on to list non-demographic characteristics that should also be considered diversity parameters such as religion and political party affiliation.

With a little searching of the CG-12B web-menu, a potential recruit will encounter the link to the 1994 USCG publication *Managing Diversity: As a Process Study*. This publication, which calls for the diversification of the USCG, strongly links diversification to demography in terms not present in the CG-12B Web site or Admiral Allen's diversity policy statement. While CG-12B specifies that diversity is not based on Equal Opportunity laws and is thus not based on race or gender, *Managing Diversity: As a Process Study* (1994) lists primary diversity dimensions as "...age, ethnicity, gender, physical ability, race, nationality, and sexual orientation" (p. iii).

"Diversity initiatives" are also referenceable from the USCG main page, and the search term results in a link that returns the researcher to the Commandant's all hands message from July of 2008. Diversity initiatives are listed as:

- We will enhance senior leader participation with Minority Serving Institutions including Historically Black Colleges and Universities, those institutions affiliated with the Hispanic Association of Colleges and Universities, and Tribal Council Institutions.
- We will increase attendance by senior leaders and commanding officers at national conferences of affinity groups such as NNOA, the Association of Naval Services Officers, Coast Guard Women's Leadership Association, and Blacks in Government.
- I have directed that Officer Evaluation Reports for junior officers be signed by the reported on officer before the report is forwarded from the command to establish parity with our enlisted evaluation system.
- We will expand the use of Individual Development Plans (IDP) to all O-4s and E-6s and below.
- We will focus our College Student Pre-commissioning Initiative (CSPI) toward institutions with more diverse student populations.
- Finally, we will begin a pilot program to promote Coast Guard career opportunities for diverse candidates in the Baltimore, MD area (U.S. Coast Guard, 2008a, para. 6).



Noteworthy in this navigation of the USCG site is the continual return to the CG-12B web page and the Commandant's all hands message. It is difficult to locate specific, published agency information regarding measured results of the diversity initiative, the current demographic make up of the USCG, or the future end-state that the diversity initiative is seeking to realize. The initiatives listed in the Commandant's all hands message are different than the diversity initiatives listed in a power point presentation on the CG-12B Web site. This does not necessarily denote an error, but it does reinforce the lack of a natural progression in the USCG's diversity information layout in its available web information.

There is also no reference to the Department of Homeland Security's (DHS) diversity information. For recruits who are aware of the fact that the USCG's parent organization is the DHS, a visit to its main web page ([www.dhs.gov](http://www.dhs.gov)) is not a very helpful activity when trying to determine DHS diversity policy. When the term "diversity" or "diversity policy" is entered into the search engine on the DHS site, there is no result on the first results page that gives the researcher clear evidence of the existence of a DHS diversity policy. Instead, the first search return for each entry term results in a USCG link to Admiral Allen's speech before the National Naval Officers Association in July of 2008. So, for a potential entrant who is trying to determine the hierarchy of USCG diversity regulations as they pertain to DHS regulations, the task is quite difficult.

When reviewing the USCG recruiting Web site, then term 'diversity' was not listed as an available link, however, as the recruit navigates through the sight, there is a clear 'workforce diversification' message contained in the photographs chosen to be applied to specific accession programs. For example, the officer accessions program page (<http://www.gocoastguard.com/find-your-fit/officer-opportunities/programs>) contains six photos that depict a total of ten Coast Guard personnel. Of those ten, five are females and four are males. Of those, one is a minority female, and two are minority males. On the officer opportunities page (<http://www.gocoastguard.com/find-your-fit/officer-opportunities/>) tabs allow the researcher to flip through photos from topic areas. The main page and seven tabs (eight photos) contain eighteen USCG service members. Of those eighteen, seven are female and eleven are male. Of those, three are minority

females, and four or five are minority males. This does communicate the agency's commitment to diversity even though the search term only results in a link to the Blue 21 Flight initiative, which may be a little misleading to the recruit seeking information on USCG diversity. In this case, the photos of a diverse USCG may cancel out the lack of available written diversity information from the recruiting site <http://www.gocoastguard.com/>.

The first benchmark organization is the U.K.'s MCA. This agency, and its parent organization, the U.K. DfT, have quite professionally laid out their diversity policy.

When the search term "diversity" is typed into the agency's home page (<http://www.mcga.gov.uk/c4mca/mcga07-home>), the first result is the MCA diversity policy web page. It references the over-arching DfT diversity statement. The MCA site, in enlarged font, immediately states:

We are committed to equality of opportunity in all areas of employment, including recruitment, development and promotion. We aim to treat all staff fairly, with dignity and respect. (U.K. Maritime and Coastguard Agency, 2007a para. 1)

This initial MCA site links diversity to careers in the organization and provides a clear link to expanded equal opportunity and agency diversity policy material. Where diversity is defined as: "Diversity is valuing the differences between people and the ways in which those differences can contribute to a richer, more creative and more productive business environment" (U.K. Maritime and Coastguard Agency 2007c, para. 3). This definition does not change throughout the agency's different web pages. MCA links equal opportunity and diversity together by putting both terms on the same web page allowing the researcher to differentiate but also understand that the two concepts are not mutually exclusive.

Solid MCA diversity initiatives are listed clearly and apply to all employees:

- Flexible working hours including part time and job sharing
- Work life balance initiatives
- Two Ticks. Positive about disabled people scheme

- Adjustments to people's work environment to ensure that individual members of staff can continue their career with the MCA
- Dignity Contact Officer (DCO) Scheme
- Stress policy and guidance.
- Support available through Counseling and Support Service (CSS)
- Keeping in Touch Scheme
- Childcare Vouchers (U.K. Maritime and Coastguard Agency, 2007b, para. 3)

The MCA positively links race to diversity and has followed the DfT in developing a Race Equality Scheme Action Plan and references the U.K.'s Race Relations (Amendment) Act of 2000 as its legal basis. The 2008–2009 MCA Race equality Scheme lists sixteen required actions that the agency will accomplish during the referenced period.

Additional diversity information from the DfT is easily referenced from its home page (<http://www.dft.gov.uk/about/>) under “Social Responsibility at DfT.” After accessing this page, the researcher finds a DfT diversity link that leads to the DfT's diversity statement. A portion of this statement reads:

We are committed to equality of opportunity in all areas of employment, including recruitment, development and promotion. We aim to treat all staff fairly, with dignity and respect, regardless of any factor, which is unrelated to their ability to perform in their current or future role. Diversity is fundamental not only to our employment practices but also to the way in which we deliver services and develop policy. (U.K. Department for Transport, n.d., para. 3)

This is in line with the MCA's diversity statement.

The DfT further publishes a diversity strategy that lists both business drivers and actual percentages of workforce minority representation it expects in Senior Civil Service positions.

The DfT links its Race Equality Scheme to the Race Relations Act of 1976 and its Gender Equality initiatives to the Sex Discrimination Act of 1975 as amended by the Equality Act of 2006. Together these Schemes' goal is to eliminate race inequality and gender inequality in the DfT.

The Gender Equality Scheme also lists departmental workforce targets in the same manner that the Race Equality Scheme does. Both Schemes also place an emphasis on the recruiting process as a method for diversification.

The next comparator agency is the Australian Navy that has a Coast Guard function. The Australian Navy is a component of the Australian Defense Force (ADF). The ADF's no-nonsense approach to diversity is apparent in its professional presentation of the topic, and its ease of reference. From the Australian Navy's Home page (<http://www.defencejobs.gov.au/navy/>), the search term "diversity" produces numerous results, the first of which is the a 'frequently asked questions' site that addresses the issue in this way:

The Australian Defence Force (ADF) is committed to promoting equality and diversity, both in the workplace, and in its management practices. An Equity Adviser Network supports Defence personnel at all levels to help maintain a working environment free of harassment and discrimination.

Equity and diversity principles apply to all ADF personnel. 'Equity and diversity' means fair treatment with everyone given equal opportunity to make the most of their talents and abilities. The ADF aims to achieve this through the application of the following principles:

- Treating each other with dignity and respect
- Recognising that everyone is different and valuing those differences
- Maximising the different contributions people can make to the team
- Making judgements based on fairness and merit
- Eliminating artificial, unfair and inappropriate barriers to workplace participation
- Providing appropriate means to monitor and address discrimination and harassment
- Providing opportunities for flexibility when meeting organisational requirements
- Consulting personnel on policies and decisions that affect them (Australian Defence Force [ADF], n.d., para. 14).

This first search result gives the agency's definition of diversity. If a recruit then moves to the Australia's Department of Defense Web site (<http://www.defence.gov.au/>) for additional research, much more information is made available.

When the search term diversity is entered into this Web site, the first result takes the recruit to a Fairness and Resolution Branch web page. The "Fairness and Resolution (FR) Branch helps Defence create and maintain a working environment where diversity is valued and people treat each other fairly and with respect" (Australian Department of Defence, 2004, para. 2). This same web page provides a link to the Australian Government's Joint Directive 1-2006 which states:

The Fairness and Resolution Branch is established to bring together, in a single branch, the promotion of equity and diversity principles and practices, the resolution of workplace conflicts and disputes, and complaint management. In carrying out its conflict management role, the branch is to operate independently of the chain of command and line management. The branch contributes to the Defence mission by helping to make Defence an organisation worth belonging to, which embraces Australian community values and culture (Australian Department of Defence, 2006, para. 1).

The Rights and Responsibilities page (<http://www.defence.gov.au/fr/RR/diversity.htm>) of the Fairness and Resolutions Branch provides links to the legal underpinnings of the diversity policy such as the Racial Discrimination Act 1975 and the Human Rights and Equal Opportunity Act 1986 (HREOC Act). The page provides a link to the Defence Multicultural Policy, which affirms the Defence Force's support of the concept of Australian Multiculturalism.

One of the most important and impactful links from this site is the government report called *The Case for Cultural Diversity in Defence*. This report thoroughly explains why diversity is advantageous to the ADF, it provides limited demographic and linguistic ability within the agency, makes a compelling argument for diversity that includes all demographic groups (not just minorities), outlines the legal foundation of the diversity program, and provides a business justification for diversification of the workforce that is an argument for improved mission performance and customer service. It moves away from a traditional Affirmative Action/Equal Opportunity argument to asserting that

globalisation will necessitate a diverse workforce, and that diversity “...calls for the recognition of the contributions that individuals can make as individuals, not just as members of legislatively designated groups” (Silk, C., Boyle, R., Bright, A., Bassett, M., & Roach, N., 2000, p. 17). This report also benchmarks other nations and provides their legislative basis for workforce diversity and their need to create more diverse workforces.

The final comparator organization is the Canadian Coast Guard, which is a component of Fisheries and Oceans Canada. On the CCG’s home page, the search term “diversity” does not result in any information. Moving from the home page to the career page, then to the “Employment Opportunities and Application Procedures” link, the term diversity arises in the text, which states: “the Canadian Coast Guard is committed to having a skilled, diversified workforce reflective of Canadian society, and to ensuring the equitable representation of men and women” (Canadian Coast Guard, 2009, para. 8).

From the CCG home page, a link is provided to the *Strategic Human Resources Plan 2008-2011*. Whether or not potential recruits would know to access this document to find diversity information is doubtful, but it did contain useful data.

While the agency did not provide a specific definition of diversity, the *Strategic Human Resources Plan 2008-2011* stated:

Coast Guard is committed to being a more representative organization. Our efforts to build a respectful and welcoming workplace that employs people as diverse and representative as the population we serve are continuous. Employment equity initiatives help us meet business needs while ensuring that we employ the best talent available. (Canadian Coast Guard, 2008, p. 22)

This document does discuss demographic shortfalls and links diversity to race and gender. There is no reference to a legal establishment that could provide the foundation to diversity programs. This document did contain limited diversity initiatives and an end-state concept that mirrors the labor force.



























In order to find some of the missing diversity criteria, and knowing that the CCG is a component of the DFO, a researcher might go to that home page to get diversity information that would be applicable to the CCG.













When the term “workforce diversity” is entered into the DFO homepage (<http://www.dfo-mpo.gc.ca/career-carriere-eng.htm#3>), the second result links to the “career opportunities” page. The career opportunities page states that:

DFO is committed to achieving a representative workforce, which reflects the rich cultural diversity in our country and enables the federal government to provide excellent service to Canadians. We value a workplace that is fair, respectful, inclusive and welcoming for all. Members of visible minorities, Aboriginal peoples, persons with disabilities and women are invited to self-identify when applying. (Fisheries and Oceans Canada, 2008, para. 8)

This is the easily accessible extent of the CCG’s and the DFO’s diversity information. Surprisingly, a researcher could discover much more about Canada’s diversity background from Australia’s *The Case for Cultural Diversity in Defence* than he/she could from the CCG/DFO Web sites.

Taken in its entirety, the policy comparison according to the pre-established criteria looks like this:

Agency Web-Available Diversity Information	United States	United Kingdom	Australia	Canada
Definition				
Is the value of diversity explained				
Are diversity initiatives provided				
Is diversity linked to race/gender				
Is diversity incorporated in the recruiting Web site	-			-
Is current demographic workforce data easily accessible			 2	
Are specific measured benefits of agency diversification specified				

<b>Agency Web-Available Diversity Information</b>	<b>United States</b>	<b>United Kingdom</b>	<b>Australia</b>	<b>Canada</b>
Is diversity info readily available on agency Web site				 1
Is the diversity policy linked to established law				
Is the diversity end-state specified		 1		

1. In some instances
2. Some data was available from the year 2000.

What is the importance of this policy comparison? Before this is contemplated, it is important to note the limitations of this comparative method. The actual diversity of the evaluated organizations is not being examined. Only the readily available information that a recruit could be expected to easily access in cursory research about these different coast guards is compared.

The potential impact for the USCG is threefold:

a) A potential recruit interested in an agency's diversity policy as it pertains to him/her should be able to readily find the information that he/she is seeking. The availability of this information may directly or indirectly influence the very diversity recruiting goals that are espoused by the recruiting agency. For instance, the wealth of formalized information in both the British MCA and the Australian Defence Force web pages lends great credibility to the commitment each agency places on its diversity program. The relative lack of information on the Canadian Coast Guard's web page could cause a potential loss of recruiting diversity through a perceived lack of commitment from the agency. This conclusion is intuitive, not supported by data. However, it seems a logical to suggest that a potential recruit that has concerns about an organization's commitment to diversity would be more prone to enlisting in an organization that solidly links a clear definition of the term to its legal foundations and then affirms organizational commitment to the concept.



b) Clear, current, established agency diversity guidelines and policies, which are rooted in established law, are needed by the agency itself in order to meet end-state goals. Agencies such as the British MCA and the Canadian Coast Guard simplify the diversity process greatly by communicating policy end-states to their respective planners. It is difficult to determine how agencies with no specific diversity goal will ever achieve an end-state. Arguably, if there is no published standard for diversity levels in the USCG, then one could argue that the agency both never meets its end-state for diversity or conversely, since there is no standard, the agency is perpetually in compliance with its diversity program.

c) In order to further justify the benefits of diversity programs, it is essential to establish real, measurable cost savings or mission accomplishment numbers to demonstrate the value of workforce diversification to agency members. An elementary example of this, for the USCG, would be to publish the annual number of radio transmissions from a USCG asset to a citizen or foreign customer that were not in English. Activity like this is essential to the internalization of the diversity process in the dominant agency demographic, which in the USCG is white males.

It is also essential to not alienate this dominant demographic. In order to increase the diversity internalization process and create equity between demographic groups, the white male demographic should be stipulated. For instance if an agency states that its minority female target for year X is 20%, then all other race and gender targets should be stated as well. This is an inclusive practice that will not exclude males whether they are minority or not. Action like this would probably go a long way to showing more dominant groups that they are also valued and sought by their agency.

If diversification is essential to the USCG's ability to carry out its mission and properly serve the people of the United States then proper metrics to evaluate the benefits of workforce diversification should advance beyond an agency's demographic breakdown. This approach assigns importance to mission capability and achievement over race and gender.

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